

BULLETIN 27

BIENNIAL REPORT  
OF THE  
SECRETARY OF WELFARE  
1925-26

COMMONWEALTH OF PENNSYLVANIA  
DEPARTMENT OF WELFARE  
HARRISBURG

December 1, 1926.

To the  
Honorable Gifford Pinchot, Governor,  
Commonwealth of Pennsylvania,  
Harrisburg, Pennsylvania.

My dear Mr. Pinchot:

There is herewith submitted to you a report dealing with the activities of the Department of Welfare during the second biennium of your administration.

In submitting it, I have attempted to deal with the functions of the Department in relation to the officers and divisions, boards and commissions called upon to perform these functions.

As a Department there is lodged with us the power of budgetary control of the State-owned institutions, subject to the direction of the Budget Officer; and also the powers of inspection and standardization of the work of institutions and agencies enumerated in the Administrative Code.

There are 898 institutions and agencies under our supervision and no small task is presented to our small staff in its effort to keep abreast of the routine work and at the same time to render a high type of professional service.

We believe that the progress made in the development of standards and economy of expenditure during the past four years demonstrates the value of trained personnel in the public service.

Very truly,

Ellen C. Potter, M. D.,  
Secretary of Welfare.

P:MS

738.29  
1.3  
1926.6

## REPORT OF THE BUDGET OFFICE OF THE DEPARTMENT OF WELFARE

The duties of the Deputy Secretary of Welfare relate primarily to the business relations of the State-owned institutions with the Department of Welfare and other Departments having regulatory or police functions to perform in these institutions. In the main the work of this office has to do with the budget of State institutions—its preparation, approval and control. Not the least important phase of the responsibilities of the office is the routing, consideration and approval of plans, specifications and contracts for new buildings, alterations, major repairs and equipment.

The Accountant, the Nursing Consultant, the Engineer and the Consultant in Administrative Nutrition contribute materially to the successful administration of this office and the report of their activities during this administrative period appear at greater length subsequently.

### *Accounting*

The work of devising and installing a uniform system of accounting for State institutions which was undertaken in 1922 was completed during this biennium. It is now possible to make a comparable study of the cost of operating institutions of a given class, such as the State Mental Hospitals. The general accounting is adequate and reliable and is the essential foundation of the budget system.

While the general accounting is well established, there is much in the way of constructive accounting which presents itself anew each year. For example, the need of a more detailed and yet less time consuming system of farm accounting presented itself during the past year. Our Accountant has explained how such a system was developed.

### *The Budget*

There are two distinct phases of the budget system. There is the preparation of the budget and there is budgetary control. The preparation of a reliable, workable budget is dependent on uniform, detailed data showing income and expenditures for prior periods. The budgets which were submitted for the State institutions to the General Assembly at the Session of 1923 were not based on data of much worth because the new accounting system had been installed but recently in only a few institutions.

The budgets which were presented at the Legislative Session of 1925 were based on the accounting experience of one, two and in some cases three years. They were of some real value but left much to be desired in accurate accounting and dependable forecasting of financial needs. The superintendents will find it comparatively easy to develop a reliable budget for the Session of 1927. They will have

before them in parallel columns the income and the costs, item for item, for several years. The forecast for the ensuing two years can be determined with a measure of certainty impossible heretofore.

Since it was well-nigh impossible to develop reliable budgets for the Sessions of 1923 and 1925, it follows that budgetary control has been exceedingly difficult not only for the supervisory office but for the superintendents and wardens of the institutions. In carrying out his budget program, many a superintendent has been forced to realize, time and again, that his budget estimate for a given item was in reality only a guess. There is every reason to believe, however, that guess-work will be practically eliminated from the institutional budgets which will be presented to the General Assembly in 1927. With more reliable budgets there can be in budgetary control less of regulation and more of constructive service on the part of the staff of the Department.

Budgetary control of State Administrative Departments is a matter differing materially from that of budgetary control of institutions. In the former, it is possible to dismiss employees, curtail field work and travel, limit supplies, etc., and so to complete an appropriation period without a deficiency.

Institutional administration, however, presents a set of factors entirely beyond the control of the superintendent or warden. He must receive patients or inmates on Court order whether he has the funds to provide for them or not; and the ethics of hospital administration demands that a sick or injured patient must be received when he presents himself at the hospital whether he can pay for his care or not; if his crops fail, as they may from a variety of causes beyond his control, he must purchase his food stuffs in the market at rates always in excess of the cost of producing (as estimated) on the institution farm; strikes, economic depression and various other factors may diminish estimated earned income to such an extent that even with the greatest economy it will be impossible to finish an appropriation period without a deficiency.

The gauge of the "legitimacy" of a deficit in connection with the administration of an institution should be the unit cost of rendering the service to the patient by the day or week, and "legitimate deficiencies" should be provided for.

If an institution at any period shows an operating deficiency and if it is shown, as it can be by our system of accounting, that the per capita cost of rendering the service to the patient or inmate is not in excess of the accepted reasonable per capita of comparable institutions, then that institution, without stigma to its superintendent or trustees, should be provided with the necessary funds to meet its obligations.

In order to do so in a business like manner and subject to budgetary control it is desirable that an appropriation be set up subject to requisition by the Governor upon the Auditor General, the former drawing the necessary requisition on behalf of the specified institution when it shall have been certified to him by the Secretary of Welfare that the deficiency is "legitimate".

Experience indicates that in the development of building projects under special appropriation acts the control of the Budget Office in



the Department of the Secretary of the Commonwealth should be limited to the amount of money to be expended within a given period and that it should not extend to dictation as to plans.

The reason appears obvious from the fact that under the Code the administration of the institution is in the hands of the trustees subject to the budgetary control of the Secretary of Welfare. The trustees and the Secretary of Welfare are intimately familiar with the needs of the institution both from a physical and administrative point of view, much more familiar than anyone else can be; moreover, they are anxious (for purely selfish reasons, if no other) to secure the maximum result for the dollar spent in the light of their knowledge of the needs of the institution and the sequence of events by which these needs are to be met and all plans prepared by the trustees depend for their legal execution upon the approval of the Secretary of Welfare.

The Code gives certain advisory and supervisory powers in relation to building plans and their execution to the Art Commission, the Department of Property and Supplies, the Department of Labor and Industry; and in regard to water supply and sewage disposal to the Department of Health. There is, therefore, practically no likelihood of an unwise or extravagant expenditure of appropriation funds.

It is, therefore, earnestly recommended that a policy limiting the control of the Budget Office to the dollars spent in a given period on new construction and major alterations to buildings be rigidly adhered to.

### *The Major Costs of an Institution*

In the main, the money of an institution is spent for professional service, food and fuel. The quality of the professional service should be improved and the personnel increased in our State institutions. By so doing the duration of treatment of patients and the resulting ultimate cost per capita to the State can be decreased. The immediate cost will be increased, however, and with the increasing competition for State appropriations it behooves the management of our institutions to effect every economy in the purchase, preparation and distribution of foods and in the use of fuels. Every dollar saved in the foods and fuel departments of an institution can be turned to better care of the patients or inmates.

The salary standards and classification of employees have greatly aided institutions in lessening the turnover among employees and consequent loss due to that factor.

### *Agriculture*

Improvement in the professional care of patients and inmates has been discussed elsewhere in this report as has also the situation relative to the conservation of foods. A word should be said of the need of improved methods in farming for those institutions having farms.

It may be argued that these farms are provided primarily to give the inmates of the institutions healthful surroundings and outdoor occupation. Granting that, it does not justify wasteful, unscientific

methods in operating the farms for by just so much are the funds for the professional care of patients diminished. There is abundant evidence that there is a demand for the assistance of qualified agriculturalists. Whenever service has been given to a superintendent by a man trained in some special phase of agriculture such as poultry raising or vegetable gardening it has been greatly appreciated. But the peculiar needs of each institution cannot be ascertained and satisfied unless someone specially charged with that responsibility is employed to keep in close touch with the farming activities of the State institutions.

At our request, the State Department of Agriculture and State College have been generous in giving expert advice to certain of our institutions. One steward states that advice on potato storage reduced his loss last winter to 3 per cent where it had been in past winters 15 per cent. Another steward welcomed advice on crop rotation and spraying which should increase his potato crop from a 60 per cent to a 90 per cent yield another year. State veterinarians have been fighting valiantly to wipe out a disease which well nigh destroyed the whole herd of swine at one institution. Poultry specialists have gone to the rescue of a superintendent who saw his flock of Plymouth Rock hens dwindle rapidly from 1100 to 500. And so one might go on to mention numerous emergency calls. There are less noticeable conditions on every farm which materially reduce production and directly affect the budget. When funds permit, there should be added to the staff of the Department an experienced agriculturalist who can become acquainted with the needs of each institutional farm and satisfy those needs through the many specialists from the State Department of Agriculture and State College whose services are at the command of all who will profit by their advice.

### *Fuel Economy*

Another important service could be afforded each of the State institutions through a combustion engineer. Great progress has been made in recent years not only in boiler design but in the operation of boiler plants. Approved fuel-saving methods of firing should be used in every plant regardless of equipment. Existing equipment should be maintained in a condition that will result in all possible saving of fuel. Moreover, as fast as the money can be made available the institutional power plants should be revamped and fuel saving equipment installed to the end that the fuel bills may be reduced to the minimum. One institution during the last five years has reduced its annual fuel consumption 28 per cent (a reduction of practically \$7,000 a year) by better firing, eliminating heat losses and revamping its equipment. A competent, combustion engineer on the staff of the Department could render a service of inestimable value to the institutions in helping to solve their fuel economy problems. He should, of course, be attached to the Engineering Division.

### *Engineering Division*

In engineering and construction work the Department has a field

worthy of the service of an adequate, well trained staff of engineers and architects. With one engineer, one architect and a stenographer-secretary all phases of construction, alterations, major repairs and equipment have not received the close attention they deserved. However, with the limited staff a complete survey and evaluation of all the real estate and building holdings of the State has been made, deeds located and filed with the Secretary of Internal Affairs; plot plans have been made and are on file in the Department together with building plans wherever available.

There are two distinct phases of this work, one having to do with the development of the biennial building program and the second the carrying through of so much of that program as the Legislature authorizes. The first has to do with a survey of the needs of the several institutions and the estimate of the costs, while the latter involves the consideration and approval of plans, a closer study of the costs and budgetary control of the expenditure of special appropriations.

Since it is impossible for a Board of Trustees to employ an architect or engineer unless it has an appropriation for a project, a Board has no way of ascertaining the estimated cost of a building or other project for which it desires an appropriation. Having nothing tangible in the way of preliminary plans and detailed estimates of costs, a budget officer or an appropriation committee has no hesitancy in cutting a request of a Board of Trustees. The result is that an institution builds inadequately or not at all, or possibly undertakes a project with the hope of "squeezing through," usually without success.

Good business demands that preliminary plans and reliable estimates be prepared before requesting an appropriation. Without such evidence of the amount of money needed, an appropriation committee cannot be blamed for cutting requests, for one guess is as good as another. Since a Board of Trustees cannot employ an architect in advance of an appropriation, the Department, through its Engineering Division, co-operating with the State Architect's office, should serve its institutions in developing the preliminary plans and estimates on which appropriation requests are to be based.

This work could be simplified by developing variable, standard building plans, the design of which could be varied by architects to harmonize with the architecture of an institution. For instance, the Department might standardize on a thirty-five bed nurses' home, the cost of which could be carefully worked out. If a particular hospital desired a forty-five bed home, its proportionately higher estimated cost in comparison with the standard could be computed easily. It goes without saying that this service however valuable, cannot be rendered in full without at least one more architect on our staff.

Again, there is always much in the way of major repairs and alterations which must be anticipated when the biennial appropriation requests are prepared. While it is easier for a Board to determine the probable cost of such work, this Department should be in a position to check on the reliability of the estimates submitted and to assist in making estimates for the more important repair



and alteration work. The Department should fill, at the earliest opportunity, the vacancy in the position of construction cost estimator whose services we were obliged to lose for lack of funds.

The cost of power plant equipment, sewage systems, electrical work and the like can be estimated by the engineer of the Department. In all such work, as well as that of an architectural nature, the Engineering Division avails itself of the professionally trained men in other Departments. Reference is here made particularly to the State Supervising Architect's office in Property and Supplies; the Bureau of Engineering in the Department of Health; and the Bureau of School Buildings in the Department of Public Instruction.

Referring more particularly to the second phase of the work of the Engineering Division, it may be said that definite progress has been made. At the beginning of the biennium there was no clearly defined procedure which a Board of Trustees could follow in arriving at the completion of a construction project. Moreover, the contracts which were submitted for approval were so varied in form that any careful consideration of them was time-consuming and annoying. Not infrequently a contract had to be returned because its legality was questioned by the Department of Justice.

In July of this year, Bulletin 26 of the Department was issued. This was entitled "Rules and Regulations Governing Construction, Alterations, Major Repairs and Equipment in State Institutions". While having the force of rules and regulations, it is primarily a manual of procedure and a legal guide for superintendents, trustees, architects and engineers. It follows a project, for which an appropriation has been made, through the proper channels from the time the Board of Trustees decides to undertake it till the contract is formally approved by the Department. It covers the formulation of plans, the preparation of specifications, the solicitation of bids and the negotiation of contracts.

Incorporated in Bulletin 26 are the Standard Contract Documents which have been developed from the Standard Documents of the American Institute of Architects. These documents which have been printed for use by all contractors doing special work for State institutions are:

- The Agreement between Owner and Architect or Engineer
- The General Conditions of Contract
- The Agreement between Owner and Contractor (Long Form)
- The Agreement between Owner and Contractor (Short Form)
- The Bond

The forms have been in use for some months and are giving satisfaction because they economize time and give assurance to the Contractor and Board of Trustees that a contract, if properly drawn, will be approved by the Department of Justice and this Department. Thus, the State institutions and the Department, of which they are a part, have the machinery for carrying through a construction project which is free from that confusion which formerly marked the transactions between those institutions, their agents and the Department.

While the last two years have revealed an ever expanding field of service for the Engineering Division, they have also made clear the



proper limitations of that service. In the beginning there was a generous tendency to be of the utmost service and actually prepare plans for the institutions. Experience soon taught that the most satisfactory results were attained when a Board of Trustees employed an Architect or Engineer, or used a man in its employ, to prepare the plans for the constructive criticism of the Engineering Division and our other special consultants and that procedure is now followed.

### *Hazardous Conditions in State Institutions*

One of the noteworthy developments of the biennium was the drive on the correction of hazardous conditions in State institutions. The enforcement of the provisions of the Fire and Panic Act is a function of the Department of Labor and Industry. That Department complained that it had never been able to enforce the law in State institutions and by reason of that fact private concerns endeavored to evade the law. Working on the theory that law observance should begin at home, the Administration directed that hazardous conditions in State institutions should be eliminated without delay.

The Secretary of Labor and Industry assigned Mr. John H. Walker to the special field of State institutions. Mr. Walker displayed such a ready grasp of administrative conditions peculiar to institutions, his interpretation of the Fire and Panic Act to the Boards of Trustees was so clear, and his recommendations so practical that he won cooperation on every hand. It can be said with assurance that every serious and imminent hazard covered by the Fire and Panic Act will have been eliminated by the close of this biennium. After all there has been no unwillingness in the past to comply with the law. Institutions have responded promptly and willingly when the law was properly interpreted and when funds were made available.

But there is an ever present hazard not covered by the Fire and Panic Act and that lies in the over-crowding of State institutions. This hazard cannot be eliminated until there is adequate housing for employes and inmates in our hospitals and schools and homes, and it is estimated that not less than \$50,000,000 is needed to bring our institutions up to date and to provide the necessary new institutions for special classes of patients.

### *Stewards Conference*

The eleventh quarterly meeting of the Pennsylvania State Stewards Association was held on October 8th and 9th, 1926, in Harrisburg. This periodic conference, sponsored by the Department of Welfare, has brought together not only the stewards, bursars and dietitians of the State institutions and Normal Schools but the superintendents and principals as well. While various subjects, relating to the management of institutions, have been discussed the chief interest of the conference has centered in the development of Standard Specifications. The specifications which have been adopted as the Standard for State institutions are as follows:

Beef  
Flour

Dairy Products

Shoes

Textiles

Feeds, Fertilizers and Seeds

A committee is now working on specifications for laundry supplies.

It has been apparent from the very beginning that standard specifications can be of real value only when there are facilities for testing commodities purchased on the specifications. Some institutions have sent flour to distant laboratories to be tested but this has proven expensive and inconvenient. For the testing of coal, commercial laboratories charge a high rate. For other commodities, the testing facilities have not been available.

The way is now open, however, for the testing of commodities purchased on standard specifications, for in August, 1926, the School of Chemistry and Physics of State College announced its willingness to co-operate with State institutions by establishing a testing service and would begin at once with the testing of a limited list of commodities. As the service became organized the School stated that a wider range of food products and supplies would be tested. For this service the fee would be negligible. Needless to say this offer met with a ready response and promises to give to the standard specifications the one thing needful—testing—to determine whether or not the article furnished conforms to the specification.

The reports, in some detail, which follow relating to food administration accounting, nursing and hospital administration have direct bearing upon the budgetary control of our State institutions and are, therefore, included at this point.

It is gratifying to us to be able to report that where as every institution but one, Hazleton State Hospital, showed an operating deficit for the biennium ending May 31, 1923, there will be for this biennium ending May 31, 1927, not more than one institution showing a deficit and that one in the newly accepted and equipped Locust Mountain Hospital, and that deficiency is in our opinion a legitimate deficiency in every respect.

Moreover, the standards of administration and service which are operative in that institution are regarded by us as being the equivalent of the best standards approved by the American College of Surgeons and of this we are justly proud.

## DIVISIONS OF ACCOUNTS

Appropriations to reimburse State-owned and other agencies for the free care of the indigent and afflicted are contingent upon the certification of the Department of Welfare. Such care must be up to the minimum standards as set by the Department.

Over twelve million dollars per biennium is involved. Therefore,—Budgets must be prepared.

Results must be watched and compared with expenditures and incomes of similar institutions.

Economies must be effected to insure the greatest possible benefit to the wards of the State for every dollar expended.

To enable this control, the Department of Welfare was authorized to institute and install the necessary uniform systems of accounting.

### *Elimination of Unnecessary Details and Reports*

In the installation of any new system, there is a natural evolution towards a maximum of details and sub-divisions of expenses and income.

At the beginning of the present biennium, the new system of institutional accounting had about reached this stage.

Thanks to the co-operation of the Auditor General's Department and that of State and Finance, all forms of monthly and quarterly reports of mutual interest to the three departments are being carefully considered in joint conference, with the earnest intent of eliminating every figure on each report which is not absolutely required and simplifying and curtailing the number of reports.

Already one form of monthly report of six pages has been cut to four sheets and made a quarterly instead of a monthly report, except for such institutions as show tendencies to deficits. From these it will still temporarily remain a monthly requirement for only so can any adequate check be kept on potential deficiencies.

### *Simplification of Farm Accounting*

The Department of Welfare has never had a trained agriculturist on its staff to meet the insistent demand from the Farm Superintendents at the several institutions for a more practical handling of the accounting for this portion of the State activities. Hence, nothing has been attempted along this line until recently.

A survey made by our accountant revealed a tendency toward making good farmers into poor clerks by requiring them to keep numerous records, make daily reports to the institution accountant and forcing upon the latter monthly recaps and considerable seemingly unnecessary details.

In an attempt to simplify this portion of the institutional management, our accountant collaborated with Earl Moffitt, Professor of Farm Accounting at State College, and for seventeen years in charge of its field service work; with Main & Company, C. P. A. of Pittsburgh; with Elmer Bauer, C. P. A. of Pittsburgh; with Dr. Turner and Dr. Fritz of the Bureau of Animal Industry; Mr. Lawless, Poultry Expert of the Department of Agriculture; and Mr. Reynolds, local manager of the Holstein Company. He was also ably assisted by the superintendents and farm managers of Allentown, Norristown and Huntingdon institutions.

As a result of this mutual effort, a simple system has been planned which is now being tried out at Pennhurst, Norristown, Polk, Rockview and Muncy institutions.

The plan has been the substitution for the voluminous records and daily reports of a line a day on uniform size columnar sheets kept in the producing departments and transmitted at the end of the month to the office accountant of the institution for a clerical compilation.

The new scheme is, of course, in the experimental stage and will not be suggested for universal adoption until it has been thoroughly tested at the cooperating institutions.



### *Accounting for Homes for Children and Adults*

The need has long been recognized, not only in Pennsylvania but nationally, for a simple uniform system of accounting for Homes for Children and Adults receiving State aid.

At a conference in New York called by the Child Welfare League of America, a committee was appointed for this purpose of which the Director of our Children's Bureau was made a member.

Our accountant collaborated with her and with the accountants of eight national welfare federations in the creation of a system which has been published as a standard book for recording such accounts. It gives full details of the several divisions of expense and income and is being furnished gratuitously for State use. It is recognized as a national standard system. Practically all the children's homes in Pennsylvania and many of those connected with the other national welfare federations are making use of the book.

Our accounting force followed the letter of instructions by personal visits to such homes as asked for further instruction as to the use of the accounting system.

### *Uniform System of Accounts for Mothers' Assistance*

A similar effort, although confined to our own State, has resulted in a book of accounts for use of the fifty-six county treasurers of the Mothers' Assistance Boards.

Nearly all of these fifty-six county treasurers have been visited by our accountants and assisted in substituting for their previous vexacious problem this uniform system of simple accounts.

### *Surveys*

The accountants have assisted both the Nursing Consultant and Nutrition Consultant in numerous surveys and reorganizings of hospital activities in both State-owned and State-aided institutions.

Some of these have been of minor and some of major importance,—one required seven weeks of continuous effort.

### *Prison Industry*

Cost systems have been established in the new departments added to the Prison Industries and the accounting of this department has been continuously supervised.

### *Construction Activities*

Our accountant has collaborated with several prominent architects and with our department engineer in the creation of a standard chart of accounts for the numerous construction projects now in process at our various State institutions. This has already been used for the two large hospital buildings,—one completed and the other under way,—at Torrance and is planned for use for all future similar construction work.

### *Accounts Receivable Control*

Until the current biennium there was no trial balance or other check of accounts receivable at any of the State general hospitals, nor was it the practice to refer uncollectible accounts to the Attorney General for follow-up as required by law.

The volume of billing at some of the larger of these State general hospitals reaches \$12,000 and \$13,000 in one month.

A complete system of trial balanced control has been established and the use as prescribed by law of the Collection Bureau of the Department of Justice is now being made by this class of institutions for all uncollectible accounts.

### *General*

The special activities as above are in addition to the usual routine of frequent visits to each of the State-owned institutions and to the examination of all monthly and quarterly reports and to preparing the several compilations necessary therefrom.

An earnest effort has been made to translate the duties previously titled "Supervisor of Institutional Management" to that of being a co-operative clearing house for the mutual exchange of the best ideas of management, through the co-operative visits of the accounting force, the quarterly stewards and superintendents meetings and by arranging occasional conferences of the interested employees of two or three neighboring institutions for the mutual solving of specific problems.

It is, therefore, apparent that during this administration the accounting systems of the State-owned and State-aided institutions have evolved out of chaos on to a sound business basis which makes it possible to contrast the business efficiency of one institution with that of another in its own class and enables the institution itself to keep an intelligent check upon costs of operation in the various departments of institutional activity.

---

## FOOD ADMINISTRATION AND NUTRITION

### *Food Problems in State-owned and State-aided Institutions*

Superintendents of institutions are realizing more keenly than formerly that the Foods Department can promote health or foster disease, create satisfaction or cause a riot, be administered with excessive waste and extravagance, or economically and scientifically.

In view of the large proportion of an institution's budget allocated to food, it became evident to us early in this Administration that an expert advisory service on matters of food administration was needed in the Department if intelligent budgetary control was to be made effective. A Consultant in Food Administration was, therefore, appointed.

It was not, and is not, our purpose to displace stewards or business managers in our institutions, but rather to extend the function and power of such officers through professionally trained and fully experienced nutrition workers who can give the necessary supervision to the details of menu planning, foods purchase, quality and quantity

checking thereof, coordination of farm and garden production with the dietetic needs of the institution, and in addition to provide a simple but effective system of cost accounting for foods with centralized responsibility for results.

Any such program, of course, means elimination of petty or gross graft, the most profitable field for petty politicians, and it is gratifying to note that many, if not all of those in authority, are utilizing the principles which we are laying down and are availing themselves in greater degree of our consultation service.

Notwithstanding the earnest efforts of the superintendents to administer the foods department economically, false economies equivalent to extravagance continued to exist because of long established tradition. Such "economies" in the end prove to be expensive in health as well as in money.

"Human interest" stories will show in a practical manner the price paid to maintain such "economies".

Monotony of food: In one institution for the mentally ill patients were refusing to eat oatmeal. An average of 75 of the 120 pounds cooked daily were going into the garbage. To ascertain the cause, the Consultant followed the oatmeal from cooking through to garbage. One patient evidently intelligent and at the time at least superficially normal said in response to the inquiry, "Do you not like oatmeal"? "Yes, but I cannot eat it for breakfast and supper 365 days in the year." The superintendent confirmed the patient's statement adding, "Oatmeal is cheaper than other cereals". With 75 of the 120 pounds going to the garbage daily and the patients becoming mentally disturbed because hungry was it cheaper to serve oatmeal to the exclusion of a variety of cereals even though they cost slightly more? Congregate versus Group Feeding: In another institution 52 of the 75 patients in a dining room had no teeth. Their dinner the same as that served all but special diet patients, consisted of sliced corn beef, cole slaw, mashed potatoes, bread and tea. A superficially normal patient called the Consultant to her saying, "Lady I have no teeth. I can eat nothing but potatoes and bread. The food is good but most of us cannot eat much of it the way we get it".

A study of the menus for three months previous showed that neither in menu planning nor food preparation had the toothless patient and the frail patient with weak digestion been considered. In such cases the patient loses in energy and health and the institution pays for the cost and preparation of food which goes to the garbage. Such conditions are traceable to the employment of inefficient help and to the absence of constant and intelligent supervision of the foods department, it being obviously impossible for the superintendent or steward to cover this department in the detailed manner necessary to secure results.

An analysis of food activities in eight institutions—mental and general hospitals—revealed that many of these employees were totally unqualified for their "jobs".



## Expensive "Cheap Labor"

In one instance four "cheap help", each receiving a monthly salary of \$45, were employed to do a piece of work that one qualified person could have accomplished with greater satisfaction to the patients. The qualified employe demanded \$90 per month. By employing him the institution would have saved \$90 per month, the salaries of the two remaining help, their maintenance, and the food they wasted.

After a study lasting several weeks, the Consultant recommended that twenty-one young, inefficient food employes in a certain hospital be replaced by eight qualified adults and that the salaries be commensurate with those paid by other concerns unless the competitive salaries exceeded the standardized salaries for State-owned institutions. This revised organization saved \$150 per month in salaries, the maintenance of thirteen people, and released living quarters which were badly needed.

Cheap labor and the lack of constant and efficient supervision result in excessive waste as the following stories indicate.

The foods office in one institution was distributing semi-weekly eight bushels of winter root vegetables to a detached unit feeding twenty persons. At the time of the survey, approximately six bushels were found rotting in the cellar. The official head of this building explained, "The cook can not bother with these vegetables. She just feeds the children macaroni and soup". The Consultant directed her attention to the excessive waste and high per capita food cost of this unit. "Oh well, it isn't wasted, it goes to the pigs". Health of the pig versus health of the patient.

In another institution a very poor cook whose cooking resulted in one-half pound of garbage per capita per day was replaced by a cook who demanded a salary increase of \$25 per month over that of the former employee. The latter prepared the same food materials as the former, but much more appetizingly. A week after his arrival, a patient said to the Consultant, "The food is getting so good we fellows are saving a slice of bread to sop our plates". The attendants confirmed this statement. Unfortunately, because the efficient cook was receiving \$25 more as salary and because he demanded better living accommodations, the institution felt that it could not afford to retain him. By actual calculation, the food wasted by his predecessor in two days would have paid the increase in salary and the money saved during the remaining twenty-eight days of the month would have fitted up a comfortable room. Unfortunately, the thing of greatest value—the increased satisfaction and improved health of the patients—cannot be estimated.

The failure to employ qualified help together with the failure to properly weigh, measure, and inspect all foods when delivered; to return and receive credit for shipments not up to specifications; the failure to requisition truck produce on the basis of the needs of the men and to charge the dietary department for only such foods as

are delivered in a usable condition; the failure to requisition food materials on the basis of per capita consumption and to institute an intelligent follow-up system in the foods department, constitute the greatest sources of financial loss to our institutions. These facts the Department is continually emphasizing in connection with its budgetary control of the institutions.

### *Results Accomplished in State-owned Institutions*

The food departments in all mental hospitals are working towards the standards established by the Department of Welfare,—in some with real enthusiasm realizing that savings in the prevention of needless food waste can be applied to the professional care of patients. Improvements have been noted especially in the following particulars:

A greater variety of garden truck is delivered at the kitchens and in amounts commensurate with consumption resulting in improved menus and better health of the entire population. Delivery is made to the kitchen of truck commodities on the basis of menu requirements.

A better understanding of the nutritive value of food in relation to its commercial value is evidenced by many stewards, leading to more intelligent and economical purchasing.

Increased attention to menu planning, food preparation, and service, materially reducing food waste and improving the physical condition of patients is noticable in several institutions.

Daily food cost accounting is slowly being developed through the Department Accountant and the Institution's Accountant in cooperation with the Consultant in Administrative Nutrition. Greater effort is being made to feed patients according to their physical needs, for example, toothless patients are given a soft but nutritious diet.

Bread making has been improved and baking equipment has been brought up to date in many of the institutions, due in part to the bread making demonstrations given by representatives of the Department of Agriculture and a prominent Yeast Company, co-operating with the superintendents and the Department of Welfare.

Economy of time and energy has been secured by relocating old equipment and the installation of labor saving devices on the recommendation of the Department.

A better understanding of the economic and health value of the food program of the Department of Welfare inevitably results in the hiring of more capable food employees and the standardization of salaries by the Executive Board at an adequate level has resulted in a diminished turn-over of employees.

Increasing understanding of the functions of a food administrator and the value of such a person to the institution is resulting in the employment of better qualified dietitians and in increasing their administrative responsibilities.

Surveys of State-owned and State-aided institutions followed by written reports of findings together with recommendations and in some instances the personal assistance of the Consultant in developing a better foods program has led to a request for the Department's services in reorganizing the largest State-owned institution.

### *Co-operation with the Bureau of Children*

Addresses before Summer Institutes and Regional Conferences; advising the Bureau staff regarding child nutrition and food administration have improved food management in the institutions under the supervision of this Bureau and resulted in better health of the children.

One superintendent has requested the services of the Nutrition Consultant in securing a home economics trained person to administer the foods department and to teach home making subjects to the girls.

"Child Nutrition" Bulletin 22, was written primarily to aid managers of children's homes. Reports of its helpfulness are gratifying.

### *Co-operation with Field Representatives, Department of Welfare*

As a result of nutrition lectures before, and personal contact with social service workers and Mothers' Assistance field representatives, requests have come for help to both the individual and to local groups.

### *Institutions not Supervised by the Department of Welfare*

Certain of the State Normal Schools, (on invitation of the Superintendent of Public Instruction) the Pennsylvania Institution for the Instruction of the Blind, Penn Mutual Life Insurance Company, upon request have been lent the services of the Consultant. The work accomplished in the Pennsylvania Institution for the Instruction of the Blind has led to the appointment of a food administrator who will reorganize the foods department as recommended in the report of the survey, and also teach the girls home making subjects.

It is recommended that the Department's food administration program adapted to the needs of the individual institution become the program of State-owned institutions. Where present policies of the institution prevent the acceptance of the program in its entirety, parts of it should be instituted as rapidly and as completely as possible looking forward to the ultimate acceptance of the entire program or its equivalent.

It is recommended that in mental hospitals food activities be regarded as therapy and assigned to this end. The patient should not be exploited to the financial advantage of the institution. To illustrate, the Consultant asked a patient who was cutting bread, "Can you tell me how many slices you usually get from this size loaf"? "Yes ma'm, when I first come and was not so good at it I got fourteen slices but for the last three years I have been getting sixteen and seventeen slices". He added, "I have cut bread three times a day for four and one-half years right here in this pantry, can't you get me another job"? The Consultant verified the patient's statement through the Steward's office. It has been noted that similar assignments in some instances have lasted over a period of fifteen years.

While recognizing that certain mechanical jobs are adapted to



certain types of patients and that, therefore, long assignments to a particular task becomes almost inevitable, it is nevertheless true that the utilization of the domestic tasks of an institution as a means of therapy demand that from time to time the task should be changed in order that monotony may be avoided. The Department's food administration policies, with such modifications and adaptations as will develop to the highest efficiency food management and dietotherapy in the individual hospital should be recommended for use in general hospitals. In hospitals in which schools for nurses or attendants are conducted, the food administrator should also head up the educational program subject to the directress of nurses and the training school committee.

In order that dietotherapy may be encouraged in both general and mental hospitals, it should be directed and supervised by a person trained in the science of nutrition, subject to the ultimate authority of the superintendent.

Living conditions for food employees should be improved to the point of attracting efficient help. Present undesirable accommodations in many institutions are the cause of excessive turnover in labor at a financial loss to the institution. The building program of the Department includes among its many items adequate housing of employees.

When foods departments are to be remodeled or constructed the Consultant of Administrative Nutrition should be called into Consultation preferably when such improvements are contemplated but certainly before the plans are approved. Expert knowledge of placing, spacing and arrangement of the different food divisions will result in saving of labor and time of employees, in greater efficiency in work and increased satisfaction to employee and patient.

In homes for dependent children where two or more persons are employed, one should be a home economics trained person in charge of food and nutrition and the teaching of home making subjects.

---

## NURSING CONSULTATION SERVICE

The State Department of Public Welfare is concerned with the nursing care of more than 12,000 patients in mental hospitals and potentially 20,000 patients a year in the State-owned medical and surgical hospitals in the anthracite and bituminous coal regions.

When the Nursing Consultant assumed her duties two years ago she met with the specific problems of the hospitals for the mentally ill on the one hand and the unique situations incident to State ownership of general hospitals on the other hand.

In both types of institutions, however, there are two common problems: first, the care of the patients, and second, the education of the nurses and attendants in those schools where courses for the respective types of students have been established.

### *Care of the Patient*

Hospitals exist primarily for the care of the patient, and the main function of the nursing department in any State institution is to give adequate nursing care to those who for any reason are obliged

to be hospitalized for long or for short periods of time. This at once places a tremendous burden of responsibility on the head of the nursing body of any institution.

### *Factors Concerned in Providing Nursing Service*

The Nursing Consultant found that the State-owned hospitals face the same conditions common to all hospitals today, namely, the difficulty of securing nurses and retaining them due to the other competitive professions that are bidding for young women and that may offer more attractive possibilities with less restraint than necessarily obtains in a hospital with all its demands upon human service.

With the higher level of living conditions among all groups from which nurses are drawn, there are certain essentials a young woman will consider in the choice of a hospital or field of occupation.

She will expect housing conditions that are comfortable and sanitary. There must be provisions for the reception and entertainment of outside friends, and this she will expect apart from the quarters assigned to patients.

### *How has the State Met this Need*

As each institution was visited the need for adequate nurses' homes and attendants' quarters was impressive.

In all hospitals except three, nurses are still obliged to occupy hospital quarters, and are scattered in various buildings which multiplies the problem of supervision as well as creating a handicap in building up an adequate and efficient nursing personnel.

The hospital superintendents and directresses of nurses have given much consideration to the problem, for they realize that adequate nursing care of their patients is dependent upon the number of nurses, as well as a contented spirit among them.

Several conferences have been held with the officials of the hospitals on matters relating to the number of nurses necessary to staff the hospital, size and type of homes, equipment, teaching and laboratory facilities.

At least one million dollars is needed to meet the most pressing housing need for nurses.

### *Schools of Nursing*

Four State hospitals for the mentally ill conduct schools of nursing and are accredited by the Pennsylvania State Board for the Registration of Nurses.

The only accredited school for attendants in the State is conducted in the State Hospital at Harrisburg. Through the effort and unfailing interest of the superintendent and director of the attendants' service notable advances have been made and there is now a sufficient number of applicants to fill the school.

That there is a large field for this type of nursing service is evidenced by the number of inquiries that come for these trained women from institutions for chronic patients, tuberculosis sanatoria and other hospitals for the mentally ill patients.

In the hospitals where schools for nursing have been established, the curricula have been modified and the general hospitals with which these schools are affiliated have cooperated by giving more hours of lecture work, thus correlating the lectures with the services for which the student affiliated.

Under this plan the student is given more intensive lecture and class work in psychiatric nursing, which has resulted not only in better nursing care for the mental patients but has given the student nurses a greater appreciation of the importance of psychiatric nursing.

The superintendents and directresses of nurses of these schools are interested in extending a knowledge of psychiatric nursing to the student nurses in general hospitals by providing affiliated courses, so the students from both State-owned and State-aided hospitals might be sent for a period of several months to the hospitals for mental diseases to receive training in the care of these patients, also to give them an understanding of the psychoses among patients in general hospitals.

This important service to the State must necessarily remain unrealized until proper housing accommodations are provided for the reception of these students.

### *General Hospitals*

There are six hospitals in the coal regions that conduct accredited schools of nursing. The nursing Consultant has assisted in reorganizing the administrative and nursing departments in several of these hospitals in order to effect an organization under which the hospitals can function better and give the best possible service to the mining communities.

Through the co-operation of the personnel office, the Pennsylvania State Board for the Registration of Nurses and the local hospital boards and executives, the nursing departments are now headed by registered nurses only, and in cases where unregistered nurses were found, every effort was made to assist them to become registered by encouraging them to take courses to make up their deficiencies.

The great nursing need in the isolated regions make it imperative that the State maintain such medical and nursing standards that a larger number of qualified nurses be trained for the various types of nursing service for remote communities, this to include staff nurses for the general hospitals that employ graduates only, more private duty nurses and public health nurses, who are sadly needed to help in the establishment of pre-natal clinics and health work in the schools.

### *Examination of Hospital Plans.*

Under the code the Department of Welfare is required to approve the plans of all institutions that receive State aid.

A nurses' practical knowledge of the functional needs and relationships in an institution was found useful when considering the approval of plans submitted by architects. In the last fourteen months, the plans of twenty-three different institutions, including



hospitals, nurses' homes and county homes, were examined in co-operation with trustees, architects and other staff members of the Welfare Department.

### *Consultation Service*

The Nursing Consultant on several occasions accompanied staff members of the Children's Bureau to institutions that come under the Bureau's jurisdiction. Advice was given on such matters as the control of communicable disease by proper initial regulations, for admission, separation of certain types of cases, also the provision of infirmaries, etc.

Several visits were made to hospitals in which problems relating to nursing arose, and where the service of the Nursing Consultant proved helpful.

### *Summary of Needs*

From the foregoing statements it is obvious that the need for nurses' homes stands out in boldest relief and all concerned with the care of the patients are eagerly looking for the State and the local communities to center their attention on this necessity.

More schools for attendants are indicated in order to guarantee better care for the chronically ill patients.

The provision of courses in psychiatric nursing for the nurses in the general hospitals is pressing.

Better teaching and laboratory facilities in the hospitals where schools of nursing are established, both State-owned and State-aided, can only be realized when hospital budgets provide more generously not only for the housing but for the educational needs of the nursing schools.

---

## FILING AND LIBRARY UNIT

The correspondence of the Department of Welfare has increased enormously in volume during the last four years. We set for ourselves the goal of handling all correspondence with the efficiency and speed of the best business houses, all letters to be answered completely if possible within twenty-four hours. When not possible, the letters to be acknowledged and fully answered as soon as facts are secured. This prompt service has been appreciated throughout the State.

Since the Department has been working out new problems and policies in our special field, we have found ourselves in active correspondence with other states and foreign countries asking for information as to our results.

During this biennial period, the volume of correspondence has been constantly on the increase. An actual count was made for three months during this period, the average being taken on those three months.

Total number letters and cross references filed during	
1924-25 period .....	84,373
Total numbers letters and cross references filed during	
1925-26 period .....	116,577

The use of the Department Reference Library has doubled during this biennium. During the 1924 period, the library was very new and the members of the staff are just beginning to realize its value.

On December 15, 1924, there were 3,307 volumes in the library. We now have 4,362 volumes. These figures do not include the vast number of pamphlets which are classified but not shelved. They are kept in a vertical file.

The library not only serves members of the immediate staff but loans books to staff officers in hospitals, penitentiaries, children's institutions, etc., upon request.

During the 1924-25 period, there were approximately 408 books loaned, an average of thirty-four a month. During the 1925-26 period the number doubled, being 864, or an average of seventy-two a month.

This book loan service we believe constitutes a very real contribution to the educational work which this Department believes is its prime function in the field of social welfare.

Only as our community workers are educated as to needs, as to best policies and technique, can we expect to see the citizens of a community willing to follow their leadership which qualified workers are alone competent to give.

---

## RESEARCH AND STATISTICS

As in all other lines of progress the groundwork for advance is always laid as a result of study and research, so in the welfare field one of our great needs has been scientific research to give us the facts upon which a sound state welfare program can be developed.

In recognition of this need for social research, the Department of Welfare early created a Research and Statistical Unit and placed its direction in the hands of Emil Frankel, formerly Statistical Expert of the United States Department of Labor.

The functions of the Research and Statistical Unit as well as the activities carried on under each of these functions are briefly told below:

1. Supervision of the examination, tabulation and analysis of detailed statistical reports (monthly, quarterly and yearly) of 770 institutions and agencies under the supervision of the Department of Welfare, covering a population of 147,500 reporting annual expenditures of more than \$40 000,000. The statistical data is summarized in the 1924 and 1925 issues of Pennsylvania Departmental statistics, furnishing a complete picture of Pennsylvania's Dependent Family.
2. Special studies of specific welfare problems or studies of the administration of welfare institutions. The results of an extensive study of the poor law administration are embodied in Bulletin No. 21 "Poor Relief in Pennsylvania—a State-wide Survey". We believe that this bulletin which had a wide circulation lays a foundation upon which

improved poor law administration for Pennsylvania can be built.

The results of another comprehensive study on hospital finances, one which demonstrates the practicability and applicability of a uniform accounting system on a large scale, will be found in Bulletin No. 25, "State-aided Hospitals in Pennsylvania—a Survey of Hospital Finances, Resources, Extent of Service and the Nursing Situation".

3. **Public Information Service.** To supply statistical information on a great many welfare subjects in answer to numerous requests that come to the Department of Welfare.

To furnish data for social surveys of counties or to guide communities in the making of local "social audits".

To assist semi-public and private welfare agencies in studies of Pennsylvania's welfare problems.

4. To furnish the Secretary of Welfare, the various Bureau Heads and the Staff Officers research data needed as a background for an understanding of the problems that must be solved from day to day; or to help coordinate statistical information which comes to the bureaus or to the Staff Officers in their daily routine.

Information has thus been gathered or collated on a great variety of subjects including delinquency; child dependency; the chronically ill in almshouses; outdoor relief; tendencies in crime; Pennsylvania's dependent, defective and delinquent classes and their cost of maintenance; the results of prohibition; analysis of State appropriations to State-owned, semi-State and State-aided institutions, and so forth.

5. **Established standard record forms and uniform statistical reporting systems** for the various Welfare institutions.

Aid has been given from a statistical standpoint in setting up new report blanks for hospitals, almshouses, outdoor relief, homes for children and adults and in formulating questionnaires for special studies.

In instituting uniform statistical reporting Pennsylvania's statistics are brought in line with the best prevailing practice in the United States.

With the approval of the Secretary of Welfare, the Director of the Research and Statistical Unit has been a consistent advocate of uniform social statistics and the ideas embodied in a paper on "Measuring Sticks for Social Work" read before the Pennsylvania State Conference on Social Welfare and those embodied in a paper on "Standardizing Social Statistics" read before the National Conference of Social Work have found general recognition and approbation.

As a member of the United States Bureau of the Census Committee on Annual Statistics of Defective, Dependent and Delinquent Classes in Institutions, and as a member of the Committee on Social Statistics of the American Statistical Association, the Director of the Research and Statistical Unit is able to interpret Pennsylvania's ideas in social statistics and in turn is able to bring to Pennsylvania the best thought in social statistics developed elsewhere.



The great extent to which the Department of Welfare is called upon to furnish information on social welfare problems for the State as a whole and for local communities indicates clearly that the citizens of Pennsylvania look to it for definite guidance and leadership. It is for that reason that the Department hopes to further develop and expand its work in social research and statistics and to continue to give counsel and advice on welfare matters along sound and scientific lines.

As a result of the authentic statistical material available, various members of the Department have been able to contribute on request original articles covering various fields of social work to the current journals and of this fact we are justly proud.

### BUREAU OF CHILDREN

The completion of the third biennium of the work of the Bureau of Children finds the Bureau carrying on its legal duties more and more thoroughly while its friendly service to child caring workers is being more widely extended. It has been of interest recently to compare the outline of plans and policies of the Bureau, prepared by the staff during the first six months of the Bureau's existence, with the accomplishments of the last five years.

This comparison indicates that of the fifty "planks" of that original platform thirty-one have either been actually carried out or are in the process of development; ten others (often as the result of Bureau activities and suggestions) have been definitely taken up by other staff officers or Bureaus of the Department of Welfare or by other departmental agencies of the State or have been assumed by private social organizations. The remaining nine "planks" have either been found in the light of later experience to be impracticable as policies of the Bureau, or they yet remain to be developed.

Among illustrations of work taken up by agencies other than the Bureau the collection or codification of State laws pertaining to children may be cited. As a result of the Bureau's efforts the 1923 Legislature created a Children's Commission for the purpose of studying existing children's laws and the need of new legislation. Co-operation with this Commission is the duty and pleasure of the Bureau's staff but the creation of the Commission has lifted from this Bureau the necessity for legislative activity.

Some of the plans originally outlined in 1922 which have proved practicable and have been realized arranged for a development of regional conferences, a rapidly enlarging consultation service in matters pertaining to the dependent and delinquent child, an establishment of work for crippled children and of a uniform accounting system for State-aided child-caring societies.

#### *Inspections*

The legal duties of the Bureau, such as the annual inspection of child-caring organizations, has gone regularly forward. Five hundred and fifteen inspections have been made of 240 children's homes, 62 day nurseries and 65 child-caring agencies. Fifty-seven visits to observe Juvenile Court methods and to advise with probation officers have also been made and 282 special visits to child-caring

organizations for purposes of conferences on special problems were also undertaken the last two years.

It is a matter of congratulation that return visits to certain homes find encouraging improvements. Better equipment, a more intelligent approach to the problems of child training and an appreciation of the desirability of higher standards of work are most noticeable. Several agencies are in the process of reorganization and seek voluntarily the services of the Bureau in formulating new policies.

In inspection work the inspectors of children's homes must always be alert to look below the surface of equipment to see the more subtle influences affecting the life of the children, for loving understanding means more to a child than beautiful buildings.

Especially among the day nurseries do we find encouraging signs of progress. In the last biennial report special mention was made of the laxity of methods too frequently found in day nursery work. Since then some of the most undesirable nurseries have been closed while others show a marked improvement in equipment as well as in intelligent handling of their problems.

### *Statistics*

The post card census begun in 1924 has been continued. Return post cards are sent out annually early in the month of June asking every child-caring institution and society to report the number of children they had in care on May 31st. Returns are received much more promptly than when the census was first undertaken. The statistics reported for May 31st, 1925, were as follows:—

Children in institutions.....	21,048
Children in foster (free) homes.....	2,826
Children in foster (boarding) homes.....	4,683
Children only temporarily in institutions.....	327
Children in their own homes under supervision of the institution or agency.....	4,567
Statistics for May 31st, 1926, were as follows:—	
Children in institutions.....	20,931
Children in foster (free) homes.....	5,540
Children in foster (boarding) homes.....	4,845
Children only temporarily in institutions.....	1,058
Children in their own homes under supervision of the institution or agency.....	1,247

There are 2,873 vacant beds available in our children's homes according to our census of May 31st, 1926, and we are convinced that there is no need for new homes for dependent children in this Commonwealth. Far more good can be accomplished by strengthening existing agencies and institutions or by meeting the needs of the especially handicapped and the Negro child.

### *Conferences*

In the last biennial report mention was made of special conferences which had been held concerning the problem of crippled children. These special conferences were continued during 1924-1925, the plan as then outlined now being finally in process of fulfillment. This plan provided for the cooperation of the Bureau with private

agencies in the conducting of local clinics for crippled children and for the employment of a trained physiotherapist by the Department of Welfare. Twelve towns have been chosen as demonstration centers for these co-operative, State-aided clinics.

During 1925-1926 regional conferences on general topics of interest to child welfare workers with afternoon "round tables" for intensive discussion of special problems have been renewed. These were omitted during 1924-1925 because of lack of funds. Five such conferences were held in Erie, Harrisburg, Scranton, Bethlehem and Williamsport.

The summer institutes for institutional workers have been continued with increasing attendance and a consequently enlarged influence. Following the institute at Thorn Hill School, Allegheny County in 1924, similar three day sessions were held in 1925 at Carson College, Flourtown, Montgomery County, and in Harrisburg in 1926.

Too much praise cannot be given the boards and staffs of these institutions for their assistance in making these summer institutes possible. Whereas the burden of planning programs and business details is the responsibility of the staff members of the Bureau of Children, the actual burden of caring for the many extra guests falls upon the staff workers of the institution which is acting as host.

### *Minimum Standards*

At the summer institute at Thorn Hill School in 1924 the delegates there assembled adopted minimum standards for children's institutions. These indicated the very minimum of care which a children's institution should be prepared to give its wards. These standards, therefore, were used as a "measuring rod" for the 240 children's homes in the State with surprising results. Whereas some homes were found to go far beyond the simple requirements, many others, even those hitherto rated among the best, fell short of meeting even this minimum. A compilation of some of the results follows:—

#### Hygiene

Tooth brushes were provided in....156 of the 240 homes

Adequate bathing facilities in.....147 of the 240 homes

#### Health

A complete physical examination on

admission was the rule in..... 51 of the 240 homes

Regular health supervision in..... 76 of the 240 homes

Medical & physical records found in.. 55 of the 240 homes

#### Diet

Adequate milk supply was provided in 104 of the 240 homes

#### Recreation

The minimum standard provision for

outdoor recreation was found in....140 of the 240 homes

Books were provided in.....137 of the 240 homes

#### State Laws and Standards

Individual towels were provided by 149 of the 240 homes

#### Records

Individual records of the important

facts relating to the child were kept in 92 of the 240 homes



As a result of conferences with maternity home workers as well as with doctors and nurses a set of minimum standards for maternity homes have been adopted. They are in the process of being perfected and are also to be applied as a "measuring rod" to the twenty-four maternity homes in Pennsylvania.

### *Boarding Homes for Infants*

At the recommendation of the Children's Commission, the 1925 Legislature passed a law requiring that every person or unincorporated agency wishing to board more than one infant under three years of age to secure a license from the Department of Welfare. In spite of the fact that the law provides for the cooperation of health authorities of cities of the first, second and third class in making initial inspections of applicants for licenses this new duty has added greatly to the work of the Bureau since no additional worker was provided to handle these new responsibilities, because of lack of funds. The majority of the licensed homes are in Philadelphia and Pittsburgh and the excellent and cheerful cooperation of the Child Welfare Divisions of the Departments of Health of those cities has materially lightened the difficulties. However, an increasing number of applications are being received from rural, widely separated districts which make initial investigations and supervision of licensed homes difficult with the Bureau's present staff.

To date there are seventy-five licensed homes caring for from two to nine infants each; nineteen have been disapproved and on seven others action is pending. One woman who persistently defies the law has been twice prosecuted. She is a typical "baby farmer", the children appear in her home from secret and mysterious sources and certainly do not benefit under her care; one baby, born in October, 1925, when removed from this woman's baby farm in May, 1926, weighed nine pounds and three ounces.

### *Special Studies*

The adoption study mentioned in the last biennial report has been brought to completion. Miss Clara J. McDonnell, the special representative, included twelve counties of the State in her study of adoptions for the years 1921 and 1922, her findings being turned over to the Children's Commission, which printed a summary of the study in its report to the Legislature of 1925.

The Commission had made its own study of Philadelphia adoptions and with the information in hand drew up and had passed a new Adoption Act which went into effect July 1st, 1925.

The field work for the Study on Results of Modern Methods of Training of Delinquent Girls based on a Survey of Ex-Sleighton Farm girls has been completed. This work was done by Miss Florence Fitzherbert, chief parole officer of Sleighton Farm. The mass of information is being tabulated by Miss Mabel Elliott, a research fellow of Bryn Mawr College, and is revealing a wealth of interesting data regarding important factors in a training program for delinquent girls.

Other shorter studies have been made from time to time by the Bureau's regular staff members. A ten-day study of conditions in Bedford County as relating to that county's facilities for the care of needy children was made at the request of certain local groups.

Another study was made for a fraternal order in order to assist them in the development of their program of child care. This study involved an investigation of the circumstances of every child who was in the fraternal order's institution and of all pending applications. A full report on each case with recommendations was turned into the governing Board and it is probable that the order will enlarge its service to the children of its membership by giving mothers' aid in some widows' families, as well as by offering institutional care to certain other kinds of needy children.

More superficial studies were made for other institutional groups while special visits to help in installing adequate record systems have become fairly frequent.

During the winter of 1926 one worker of the Bureau was given a month's leave of absence at the request of the Philadelphia Bureau of Municipal Research in order that she might assist that Bureau in an exhaustive study being made of the Philadelphia Municipal Court.

### *Miscellaneous*

Continued emphasis is being put upon the enforcement of the law pertaining to the importation into Pennsylvania of dependent children. More regular and systematic reporting of placements and the filing of bonds by new agencies wishing to use Pennsylvania as a placing field is required.

The Assistant Director of the Bureau served as chairman of a committee of the National Probation Association in working out a system of records for probation officers, which record forms are now available to the probation officers of Pennsylvania and are being increasingly useful.

The Assistant Director also has served as a leader of two three-day institutes for workers with juvenile delinquents, one in connection with the annual meeting of the State Conference on Social Welfare and the State Probation and Parole Association, and a later one at the request of the Allegheny County Juvenile Court workers in Pittsburgh.

Correspondence courses for probation officers, a unique departure in this field, have been developed also and are proving exceedingly popular, the demand for them coming from outside the State as well as from social workers in Pennsylvania.

One of the most useful activities of the last two years has been the establishment of a uniform accounting system for child-caring organizations. After consultation with national authorities in the children's field and representatives of Pennsylvania community chests assisted by the Welfare Department's accountant, the Bureau's staff has worked out a bookkeeping system that is proving highly satisfactory. The system has been made obligatory for the State-aided organizations but is also being adopted by other children's agencies in the State and elsewhere.

## *Publications*

Reprints have been made of Dr. Taft's article on "Some Undesirable Habits and Suggestions as to Treatment". This bulletin is in constant demand, requests for it coming in from all over the country. Recently ten such requests were received from a little town in Arkansas. College libraries also frequently ask for copies.

Reprints also have been made of "Child Care in Institutions".

At the request of the Bureau of Children, Miss Katharine A. Pritchett, the Nutrition Consultant of the Department, wrote a pamphlet entitled "Child Nutrition". This presents the nutrition problem from the viewpoint of institutional management and has proven extremely helpful. It too is in demand by workers both inside and outside of Pennsylvania.

The Bureau is about to publish a new issue of the Directory of Child Caring Institutions and Agencies. Many changes have occurred and the mimeographed corrections sent out in 1924 are out-of-date. Without such a directory the Courts of Common Pleas cannot be kept informed of institutions to which children may be committed.

## *Future Plans*

In view of the fact that a tabulation of "Plans and Policies of the Bureau of Children" drawn up in 1921—1922 has provided an interesting guide-post during the last five years, it may be of interest to set down here some of the goals we now hope to attain.

1. Regular inspection of child-caring organizations as required by law.
2. Further raising of the standards of child care in institutions and societies.
3. Increased service to Juvenile Courts and probation officers leading to a more adequate functioning of Juvenile Courts and a reduction of delinquency.
4. Enlarged consultation service with emphasis on special studies at the request of individual organizations or communities.
5. Correspondence courses extended to cover topics of institutional management and child placing.
6. Publication of revised directory and other timely bulletins.
7. Development of the service of the Crippled Children's Unit.
8. Stimulation of the organization of a "Legal Clinic" as an accredited part of a law school curriculum.
9. Continued co-operation with local communities to insure to all parts of the State adequate local child caring activities.
10. Enlargement of supervision and inspection of "baby farms". improvement of licensing procedure.
11. Continued educational and informational campaign through conferences, institutes, bulletins and news releases concerning modern and progressive methods of child care.



CHILDREN'S INSTITUTIONS  
POPULATION STATISTICS  
May 31, 1926

Total number of children	Boys	Girls	Colored	Under 3 years of age	Under-super vision in foster homes
STATE AND SEMI-STATE INSTITUTIONS DELINQUENTS					
1,730	1,062	668	365	0	206
STATE-AIDED INSTITUTIONS DEPENDENTS					
2,178	1,106	1,012	143	276	414
STATE-AIDED INSTITUTIONS DELINQUENTS					
244	201	43	0	0	18
NON-STATE-AIDED INSTITUTIONS DEPENDENTS					
14,579	8,300	6,048	326	788	2,184
NON-STATE-AIDED INSTITUTIONS DELINQUENTS					
2,200	1,371	829	158	2	295
Grand Totals 20,931	12,160	8,600	992	1,066	3,117

AGENCIES

Total number of chil- dren	In free homes	In family board- ing homes	Tempor- ary in institu- tions	Boys	Girls	Colored	3 years of age or under	Super- vised in their own homes	In wage homes
STATE-AIDED AGENCIES									
2,985	1,292	1,184	493	1,661	1,324	401	127	549	16
NON-STATE-AIDED AGENCIES									
5,676	1,131	3,661	565	2,878	2,798	1,071	669	698	17
8,661	2,423	4,845	1,058	4,539	4,122	1,472	796	1,247	33

THE MOTHERS' ASSISTANCE FUND

In compliance with the law (1919 P. L. 893 Section 18) "a detailed report of the number of beneficiaries, the amount expended, and the advantages and disadvantages of the system with recommendations for improvement" will be made by the State Supervisor in another document, but a brief summary of the development of the Mothers' Assistance Fund during the last biennium is herewith given.

### *Appropriation*

The State appropriation for the biennium was \$1,750,000 an amount similar to the appropriation for the preceding biennium which had represented an increase of 75 per cent over the largest previous appropriation ever made to this Fund.

### *Organized Counties*

In January 1923 there were fifty counties organized under the Mothers' Assistance Fund Law. Today they number fifty-six, one new county, Tioga, having taken advantage of the Fund during this year. Eleven counties have not as yet accepted the provisions of the Act.

### *Number of Families and Children Aided*

It is interesting to note that in December 1922 immediately preceding the opening of this Administration, there were 2,502 families, representing 9,124 children receiving aid under the provisions of the Mothers' Assistance Fund.

There were 3,481 families including 11,826 children under 16 receiving Mothers' Assistance May 31st, 1926, an increase of 29 per cent. During the biennium 4,982 families were assisted including 17,949 children under 16.

### *Gains in Service to Mothers and Children*

Three fifthclass counties during the biennium have, for the first time, employed part time workers. In two fourth class counties skilled workers are taking the place of untrained workers. In two other fourth class counties the workers formerly on part time are now on full or nearly full time. Better health work, more frequent visiting, closer school guidance and a more intimate partnership between the State and the mothers are resulting therefrom. In nearly half of the counties the children, or the mothers and children, receive careful physical examinations when the grant is made and throughout the entire Commonwealth there is thorough follow-up of physical defects to insure a foundation of health. More attention is being given to the promotion of good health habits and to instruction in diet and homemaking. The strong, vital, personal relationships between the trustees and the families have not diminished with the employment of workers, but continue to operate as one of the main pillars of the Pennsylvania system.

### *Institutes and Conferences*

Following the 1925 Pennsylvania Conference on Social Welfare, the State Supervisor conducted an institute for the paid workers of the Fund. Thirty-four workers and two trustees were present. It proved to be so valuable that it is our purpose to conduct similar institutes for trustees from time to time. An institute on family social was one of the features of the 1926 Pennsylvania Conference on Social Welfare in which five Mothers' Assistance workers and three trustees were enrolled. During the fall of 1924 and the winter

and spring of 1925 the Bureau of Children conducted five Child Welfare Conferences at which Mothers' Assistance round tables have been a feature. The discussions have related to health and nutrition and each was conducted by a recognized leader in one of these fields. Six inter-county conferences for the trustees of the Fund were held in the fall and winter of 1924.

### *Installation of Bookkeeping and Accounting System*

In order to insure uniformity of bookkeeping and acceptable accounting methods the State office of the Mothers' Assistance Fund prepared and installed, with the assistance of the Department Accountant, a bookkeeping and accounting system. This provides for a monthly statement which enables the trustees at a moment's notice to know how their budget stands and to plan well in advance as to the distribution of their surpluses, if any, from both administrative and grant funds.

### *Special Studies*

During the winter and spring of 1925 and 1926, Mrs. Helen Glenn Tyson, who was the first State Supervisor of the Mothers' Assistance Fund, made an exhaustive study for the Philadelphia Board of Trustees of the Mothers' Assistance Fund and this Department with the participation also of the Children's Commission of the work in Philadelphia County for the purpose of learning whether the amount of money now being allowed under the law is sufficient to buy the "raw materials" of home life: that is, adequate food, decent housing, provision for health needs, education, and sufficient opportunity for the mothers to give to their children the training and supervision that the law was passed to secure. (The Law now allows \$20 per month for the first child and \$10 for each additional child). The study revealed that in 42 per cent of the 783 families assisted the total income from all sources was \$10 or more under the minimum required for decent and healthful living; that in 32 per cent of the families the mothers were not able to give adequate care to their children because of the economic necessity which forced them to an excessive amount of time to add to the income.

Furthermore, a disproportionate number of young children 14 and 15 years old were also forced to leave school and go to work for the same purpose, though a common school education is the ideal American standard. Of the children 14 and 15 years of age in families receiving Mothers' Assistance in Philadelphia one child in three is at work. Only one in ten of all Philadelphia children in this group is at work. The recent studies of working children by the United States Children's Bureau show that their work is generally of a "dead end" character with little opportunity for the acquirement of skill, that these children shift from job to job, that the habits thus induced are those of instability and irregularity, and finally that their earnings are so small and irregular as to make them relatively insignificant compared with the advantages of a year or two years more at school. School attendance to the age of 16 is now an accepted standard among children's agencies and institutions.



Mrs. Tyson's study, the "Philadelphia Relief Study" which included a survey of the Mothers' Assistance Fund in Philadelphia, and a study of sources of income in Mothers' Assistance families in 18 counties of the State overwhelmingly corroborates the conclusions stated in the report of this Department for the biennial period ending May 31st, 1924, that a larger maximum grant is necessary in a certain proportion of cases to insure to these dependent children decent standards of living, common school education, and a minimum of the mothers' care.

### *Present Needs of the Mothers' Assistance Fund*

The waiting list of 2,400 families, some of whom have been "waiting" for two years calls for prompt relief. The "Philadelphia Relief" survey brought out the fact that Philadelphia spends more money for the care of dependent children *away from their homes* than any other city in the United States, but that it is the thirteenth city in the number of children under 16 per 1,000 of child population cared for in their own homes. The same unfortunate conditions on a smaller scale exist throughout the State. An appropriation of at least \$4,000,000.00 would be required to:

1. Aid the 6,000 eligible families in the State.
2. Insure good standards of home care to every dependent child assisted by the Fund.

An amendment to the law would be required to provide for a larger maximum grant per child. The laws of seven States and the new law for the District of Columbia provide that aid may be allowed "sufficient to insure the proper maintenance of the child in the home with the mother"\* without specification as to a top limit. This allows for complete individualization of the family needs and experience shows that in the states where such laws are operative aid is administered with conservatism and discrimination and is not in excess of the allowance granted in states with a prescribed maximum when the amount allowed is reasonably adequate. The high degree of intelligence manifested by our trustees in the administration of funds of Mothers' Assistance leads us to believe that an amendment removing the top limit in relation to grants would be beneficial.

As has been noted in reports of the State Supervisor the present system of apportioning the State appropriation among the counties is inequitable. The assumption that a just apportionment of the funds may be made according to a classification of counties by population is an erroneous one chiefly because of the excessive mortality of fathers in certain industrial counties. Some method must be found of equalizing the State appropriation in proportion to the needs of each county. We have not as yet worked out a solution for this problem.

The laws of 36 states have a broader inclusion as to type of family that may be assisted than the Pennsylvania Mothers' Assistance law. Many states allow aid, with proper safeguards, to the families of deserters, of men in prison and of physically incapacitated men in

\*Mothers' Aid Law of District of Columbia number 410, sixty-ninth Congress.

recognition of the fact that the children are as truly dependent and in need of state protection as are the children of widows and that the mothers are under as heavy or heavier handicaps. In this connection it is significant to note that the "Philadelphia Relief Study" above referred to indicates that the increase in the number of families over those of widows and mothers whose husbands are permanently confined in institutions for the insane (the present legal beneficiaries) would approximate 25 per cent. It seems clear that Pennsylvania should look forward through an extension of the law to safeguarding the homes of the children of these other groups but *not until the present waiting list is dissolved* and assistance adequate to insure good standards of family care provided through legislation and appropriation.

For a complete report of the Mothers' Assistance Fund see the biennial report of the State Supervisor.

---

## BUREAU OF MENTAL HEALTH

The history of the five-year period of existence of the Bureau of Mental Health has been one of progress, particularly in the field of prevention. In the first departmental report, the State-wide mental health situation, as based upon the findings of several extensive surveys, was outlined and the early efforts to improve conditions were described. In the second departmental report, a section was devoted to a discussion of the powers and activities of the bureau, the qualifications and duties of the various personnel, with an outline of the accomplishments and recommendations for the future. The third or present report will be devoted more especially to accomplishments, needs, recommendations and plans for the future.

### *Scope of Bureau of Mental Health*

Briefly stated, the Bureau of Mental Health has to do with the application of the laws relating to mental patients of all kinds; including the maintenance of an office of record, the correlation of activities in behalf of such patients; the stimulation of high standards of treatment and care of mental patients; the promotion of activities in the interest of research and education, the latter particularly in the sense of informing the public in regard to questions of mental health; and last, the important function of the establishment and stimulation of measures and activities for the prevention of mental disease and defect. The general scope of the bureau is indicated by the organization chart on another page.

### *Personnel*

The personnel of the bureau in January, 1923, consisted of a Director; Occupational Therapist; Psychologist and two secretaries. In June 1926 the bureau had expanded to care for its pressing

obligations and two Psychologists; two Psychiatrists; (part time); one Consultant in music and one stenographer typist had been added.

Owing to the difficulty in securing a competent full time psychiatrist for service in the field, it was decided to utilize the part time services of psychiatrists from the staffs of Pennsylvania mental hospitals and the bureau was fortunate in securing two well qualified men for such purposes, one from The Dixmont Hospital, the other from the Pennsylvania Hospital, Department for Nervous and Mental Diseases. In this way, it has been possible to extend the mental clinics into the northwest central part of the State which had not yet been provided with such facilities during the period covered by the second biennial report, and regular neuropsychiatric and psychological examination of all inmates at Huntingdon and Muncy has also been established.

### *Ordinary Routine—Institutional Visitation*

Necessary routine activities, of obvious value, which, however, are often difficult to appraise in a report, have been regularly maintained. All institutions for mental patients, legally so designated, have been visited at least once a year, many much more frequently. Included in these are the mental hospitals (eight State-owned, one State-aided, thirteen licensed county and nineteen licensed private) the schools for the mentally deficient (three State-owned and one State-aided) and two private institutions for epileptics. Complete rounds have been made. Questions of standards and policies have been discussed with superintendents and others in charge. Many patients have been examined and granted interviews, the latter being the rule wherever a patient may request it either by letter or otherwise. In addition visits have been made to other institutions by request, e. g., special neuropsychiatric and psychological consultations in correctional institutions, investigations of alleged illegal retention of mental patients in private homes or unlicensed sanatoria and so on. A number of consultation visits have been made for the Board of Pardons and the State Retirement Board. Special psychological surveys have been made by request in children's homes, nurses training schools and detention homes.

### *Filing Records—Census of Mental Patients*

The filing of the required records, commitment and statistical, naturally becomes an increasingly difficult problem both because of the space needed and the amount of compilation required. During the past year the situation has improved, however, the offices being moved about so as to bring the different sections of the bureau in closer contact and providing a little more space, and new filing equipment has rendered more accessible the material which must be consulted daily. All private licensed mental hospitals now render a monthly census report such as has been routine with State and licensed county institutions. Institutions for mental defectives now file copies of all papers and reports connected with the admission and discharge of their patients, such as has long been the rule with mental hospitals. These records, together with the clinic cards, make



a detailed and continuing census of mental patients of all types. This census will increase greatly in value, as time goes on, particularly from the standpoint of mental deficiency. As the clinics become more and more extensively used, with increasing cooperation of the public schools, the records in the bureau's office will more and more nearly approach a complete census, especially of the feeble-minded.

### *U. S. Public Health Service Report*

At its request, a summary census report of institutions for mental patients is furnished the U. S. Public Health Service, which in turn combines the reports of all states rendering such information in a statement for the United States as a whole.

### *Statistical Compilations*

From time to time, with the assistance of the statistician of the Department, compilations of the statistical information have been made. As yet, however, owing to limited personnel, it has been impossible to make a complete compilation of the mass of statistics available.

### *Alien Mental Patients*

The bureau has continued to bring about the deportation to other states and countries as many as possible of the mental patients not having legal residence in Pennsylvania. When, however, as shown in the second report, nearly twenty five per cent of the institutional population is foreign born, half of whom are known to be aliens, only the surface has been scratched. As soon as the budget permits at least one full time special agent should be employed to follow up vigorously the investigation of such cases.

### *Educational Activities—Talks*

During the past two years, the bureau has been represented at various State, National and International meetings related to mental health questions. Numerous talks on mental health have been made throughout the State before various groups such as Parent-Teacher Associations, Medical Societies, luncheon clubs, normal school and college classes, teachers, conventions and the like. A large amount of literature relating to mental health has been distributed.

### *Publications*

Numerous articles have been written by bureau staff members, the following being some of those which have been published.

“Mental Deficiency Terminology”. Proceedings of the Association for the Study of the Feeble-minded, June, 1924.

“What the General Hospital Owes the Psychiatric Patient”. Modern Hospital, September, 1925.

“Mental Hygiene and Childhood”. Pennsylvania State School Journal, April, 1925.

"Fire Protection in Mental Hospitals". Hospital management, April, 1925.

"Mental Clinics". Atlantic Medical Journal, October, 1925.

"Pennsylvania's Institutions for Mental Patients". Mental Health Bulletin, Danville State Hospital, Vol. 3, No. 1.

"Use of Commitment Forms". Mental Health Bulletin, Danville State Hospital, Vol. 3, No. 4.

"Study of a County's Applications to State Schools". Mental Health Bulletin, Danville State Hospital, Vol. 3, No. 1.

"Story of Paul—and Paul". Ungraded, June, 1925.

"Organization of Clinics and Extra Institutional Supervision". Proceedings of Association for Study of Feeble-minded, May, 1925.

"Study of Waiting Lists of State Institutions for Defectives". Mental Hygiene, January, 1926.

"Jimmie and Paul". Mental Health Bulletin, Danville State Hospital, Vol. 4, No. 1.

"Occupational Therapy in Relation to Dementia Praecox". Mental Health Bulletin, Danville State Hospital No. X.

"Summer Houses as Occupational Shops". Modern Hospital, July, 1924.

"Dyeing Equipment". Modern Hospital, May, 1925.

"Musician's Contribution to Modern Mental Treatment". Music Teachers National Association Proceedings, 1924.

"Music's Message." Address at Muhlenberg College, 1924.

"Utilization of Music in Prisons and Mental Hospitals". Published by National Bureau for the Advancement of Music, 1924.

"Psychotherapeutic Value of Music". The Playground, 1925.

Besides the above, Mental Health Clinic Bulletins are issued from time to time, giving the latest schedule of clinics and certain other information of value for those using this service.

### *Legislation*

The legislative session of 1925 was not marked by any outstanding accomplishment, so far as mental health was concerned. Limited funds available made it impracticable to authorize the establishment of such needed facilities as the proposed epileptic colony at Selinsgrove and the institution for defective delinquents at New Cumberland, although both projects evidently were regarded with favor. The same limitations precluded the needed expansion of existing institutions aside from funds enough for a new building for patients at Torrance with a capacity for three hundred and for several new buildings at Laurelton. These will fill a long felt want but do not by any means bring the accommodations for patients up to present needs. Several minor amendments for purposes of greater clarity were made to the mental health act. The rate of maintenance of mental patients was continued at three dollars a week from the counties and the same amount from the State, or so much of this as may be required, for the present biennium.

The prevention of mental disease and of the complications of mental defect offer at once a most attractive and important field for

the operations of a bureau of mental health. The section on mental clinics and extra institutional supervision has had an extremely active biennium and when it is realized that there are only two part time field psychiatrists and three full time psychologists engaged in this work, the amount accomplished is very creditable.

### *Mental Clinics and Extra Institutional Supervision*

In January, 1923, there were 20 mental clinics in operation. At the beginning of June, 1924, there were thirty-two being held in the State. During the year 1924-1925 the following additional clinics were established:

Reading School Clinic	Erie School Clinic
Chester	Warren
Chambersburg	Montrose
Washington	Carlisle
Meadville	Huntingdon

During 1925-26 additional clinics were established as follows:

Jenkinstown	Philipsburg
Doylestown	Clearfield
Venango County	Pike County
Indiana	Armstrong County
	Jefferson County

There are, therefore, fifty-one mental health clinics now in operation.

Pike County, Armstrong County and Jefferson County Clinics are occasional ones, held at the request of the State Nurse of Pike County for the schools, and of the Red Cross Public Health Nurses in Armstrong and Jefferson Counties.

In 1924-25 the three field representatives spent 220 days at clinics and attended 201 different clinic sessions. In 1925-1926 they spent 273 days at clinics and attended 242 clinic sessions.

In addition, other examinations were made of special cases in places where there are no clinics, for institutions and for schools, spending in 1924-1925 54 days at this and in 1925-1926 35 days.

Among the agencies for whom examinations were made are the following:

- Lebanon Public Schools
- Glen Mills Schools (Boys' Department)
- Washington County Children's Home
- Pennhurst State School
- Associated Aid of Harrisburg
- Armstrong County Jail
- Schuylkill County Jail
- Robert Packer Hospital, Sayre
- Schuylkill County Detention Home
- Greensburg Public Schools
- Dauphin County Court
- Forest City Public Schools
- West Chester Children's Aid Society
- Northern Tier Home, Potter County



Beacon Light Mission, Bradford  
 Children's Home, York  
 County Homes of Clearfield, Westmoreland and Bradford  
 Counties,  
 Lycoming County Children's Aid Society  
 Reading Home for Friendless  
 Ashland State Hospital  
 Athens High School  
 Harrisburg State Hospital

About two days a month have been given to the Pennsylvania Industrial Reformatory at Huntingdon in examining the new boys, who have I. Q's under 75 on the group Terman Test. Performance and non-language tests are used in order to furnish a more accurate rating in the case of boys who have had no education, or come from a home where a foreign language is used. On the Terman rating alone, many fall into a much lower mental classification than they really should.

In 1924-1925, 347 and in 1925-26, 303 boys were examined by the representatives of this Bureau. It is not possible to give every boy an individual Binet test, but this is given to as many of the low grade boys as possible. There have been found boys in the Reformatory with as low a mental age as 5 years 6 months, I. Q. 34.

We have made an effort in the larger cities to have the Community Chests take over the clinic as a community enterprise, gradually, in which they will be assisted by the State until such time as they can assume the whole burden. Scranton has employed a secretary for the clinic, and Reading employed a secretary and in the last budget drive made provision for a full time psychiatric worker for the clinic.

In Reading, since the school clinic functions so efficiently, it has been possible to devote more time to the rural sections and to some of the institutions in the vicinity and this policy will be developed more fully during the coming year.

The employment of two field psychiatrists has enabled us to have clinics occasionally in some of the counties which we could not reach before. This development has been one of the most gratifying of the whole work.

It has also been possible to hold clinics in several institutions for children with some degree of success. The mental hygiene problems in these institutions are numerous, and regular psychiatric service will be very valuable. This is one field of work which should be extended as widely and as quickly as possible.

### *Investigation of Waiting Lists*

More time has been devoted to the investigation of the applicants on the waiting lists for State institutions for defectives. The idea has been to discover the most urgent cases, to keep the others under supervision and to eliminate from the list those not suitable or no longer necessary. Investigations for the three institutions have been made as follows:

	Laurelton	Pennhurst	Polk
1924-25 .....	64	331	134
1925-26 .....	161	243	197
Total 1,130.			

The urgent cases are admitted by the institution as quickly as they have the necessary accommodations. Those not urgent are kept under the supervision of the Bureau and whatever is necessary is done for them, advice being given to parents, schools and agencies in regard to their care. If at any time their condition changes and they become necessary institutional cases, word is then sent to the institution for which an application has been filed.

It is gratifying to find, that, although even the urgent cases represent a larger number than the institutions can accommodate at once, there are a large number of cases that do not need such care, or are not suitable, and the waiting lists which have long been such a spectre are at last beginning to fall into some regular system. It is also gratifying that more and more the clinics are finding many of these cases early in life and are able to make recommendations for institutional care when it is necessary, thus preventing some of the needless recommendations or those based on wrong diagnoses.

Examples of some of the situations found are:

A child in an institution, which has the reputation of sending children to Polk when they are problems of any sort, was finally examined at one of the clinics and her I. Q. found to be over 100. This, of course, makes her an absolutely unsuitable case for an institution for defectives.

A child in an almshouse, is very typical. He had a positive Wassermann and a bad hernia. No attempt was made by local authorities to have these defects corrected. When no children's society would take him, and application was finally made for Polk "because it was thought there he would be treated and if he improved, Polk could place him out". The child was sent to a hospital for treatment and further diagnosis as to his mental condition will be made only after he is in good physical shape.

An applicant for Pennhurst was found to be a woman over 70 who had had a stroke.

An applicant for Laurelton was found to be a case of mental disease with active hallucinations.

The field representatives have also functioned as a bureau of information for people who wish advice as to what to do in the case of people who are reported by them to be mentally defective. During the year 1925-26, 136 such requests for information were handled. Some of these could be attended to by letter, but most of them had to be visited personally.

By means of this service, it was also possible to eliminate needless applications as well as to be helpful in making arrangements for the admission of necessary cases.

For example, two children for whom admission to Pennhurst was desired were found to be not feeble-minded but cases of encephalitis. Unfortunately there is no suitable institution for children with the behavior exhibited by cases of this sort, but still that does not make them suitable for an institution for defectives.

A girl soon to be released from Sleighton Farm was reported to be a case extremely psychopathic and more suitable for a hospital for mental diseases than for an institution for defectives.

A boy reported from an institution for cripples as being very troublesome and inclined to start fires, who had been declared de-

fective and suitable for Polk was found to have an I. Q. of 114, and more suitable for an institution for delinquents.

The greatest difficulty found is in getting the agencies to follow advice and instructions. If the representative of the bureau would make the application and take the case through court, all would be well, but many of the people who inquire about what is to be done, are unwilling to take this trouble or to run the risk of causing any hard feeling with the family by their activity in the matter. If time permitted the representatives of the Bureau to attend to the details of commitment, it would obviously be improper for them to do so inasmuch as the institutions are under the direct supervision of the Bureau.

An attempt has been made to keep under supervision and to visit regularly all defectives in the community who are not in special classes in the public schools or are not under the care of some social agency. Contact with these latter cases is maintained through the agency rather than by personal visits. These defectives have been discovered through investigation of the waiting lists, the individual requests that have come in and the clinics. The idea of supervision is that of case work for the defectives, doing for the individual defective what is needed. In many cases the thing most needed is institutional care and for certain types of defectives especially it is found that increased accommodations are needed. These are the older delinquent ones, whose mental defect was not considered until they became delinquent, and the infirm cases. The infirm cases need only the care of a chronic bed-patient, and need not have this especially in an institution for defectives, since the lack of brain development is only one of the phases of their defect; but there are no beds available in county hospitals or homes for incurables for such cases, and the infirm and custodial wards of the State institutions are always overcrowded. Children of this type often are a great burden when the family is poor, the mother must work out, or there are many younger children who need care.

The field representatives started the biennium with 145 cases under supervision. During 1924-25 they put under supervision 399 cases, making a total of 544 cases carried during the year. In that time ninety-two cases were closed, by admission to suitable institutions, death, or removal from the State. By far the largest number, eighty-two, was admitted to institutions for defectives.

With 452 cases carried over, they added during the year 415 new cases, making a total of 867 active cases during the year 1925-26. This is much more than three people can handle and of necessity the work with them has been decidedly limited, especially as the volume of other work, clinics, etc., has increased. 113 cases were closed during the year with ninety-four of them admitted to institutions for defectives. It was most helpful during the past year to have increased facilities at the Laurelton State Village.

In addition to the visits made on their own cases, the field representatives have also made visits of investigation for other agencies such as the Loyal Order of Moose, the State hospitals and schools for defectives, several county courts, a Massachusetts Reformatory, etc.

The field representatives have given talks to groups of social



workers, classes of nurses, Parent-Teachers Associations, Y. W. C. A., Quota Clubs, Business and Professional Women's Clubs, teachers, clinic committees, etc., on the work of our clinics, child psychology, mental measurements, mental hygiene, the problem girl, etc.

They had published articles in *Ungraded*, *Mental Hygiene* and the *Danville State Hospital Community Bulletin*.

They appeared on the program of the American Association for the Study of the Feeble-minded.

### *Occupational Therapy*

In January, 1923, there was one State and one county mental hospital in which occupational therapy was organized.

Considerable progress has been made in promoting occupational therapy in the various institutions for mental patients. The field representative has continued rounds of the State hospitals and a number of the county hospitals, working towards further extension of the personnel and larger development of the departments. At the end of the present fiscal year there were on duty twenty-five trained occupational workers, exclusive of pupils on duty during summer months. The number of nurses and attendants also working with the occupational therapy departments totaled twenty-nine. A majority of the State hospitals now have well organized occupational therapy departments. Six of the thirteen licensed county hospitals have not yet established any such facilities.

The final adjustment of the salary schedules of the various grades of occupational therapy workers has assisted in stabilizing the service to a considerable degree. The lack of suitable buildings and space for such activities, however, is a serious drawback for further success. Inadequate quarters are also a serious hindrance in securing and retaining the type of workers needed for responsible charge positions in this field as well as in other departments of the State service. Overcrowding and lack of space in the institutions also precludes careful classification of patients and interferes with the success of occupational activities.

### *Occupational Therapy and General Hospitals*

While the occupational therapy representative's first duty has been with the institutions for mental patients, an increasing number of calls for advice in the general hospital field have been answered. Furthermore, a number of talks have been given to various groups such as nurses training classes, and schools of other types, women's clubs and State organization meetings. Exhibits for a number of conventions have been prepared such as the Annual State Farm Show.

### *Affiliation between Mental Hospitals and Occupational Therapy Schools*

A notable step forward has been the affiliation between Pennsylvania mental hospitals and occupational therapy schools for the purpose of affording practical experience with mental patients to the students of the latter. At present the State hospitals at Allentown, Danville and Norristown and the Allegheny County Hospital at Woodville are making available two months for such practical experience. Besides, the State hospitals at Allentown, Danville and

Norristown give special courses of lectures to their nurses, assigning them also for definite periods for occupational therapy practice and observation. Such activities and opportunities cannot help raising the standards of treatment and care in mental hospitals and increasing the patients' chances for restoration.

### *Music and Allied Activities*

The field and scope of the work of the field representative for music and allied activities has been considerably expanded during the past biennium.

The musical program of the mental and correctional institutions, originally developed on an experimental basis has been crystallized more and more into definite forms, which have gained a well defined and permanent place on the socio-therapeutic programs of the institutions.

It has been found that this music program is an important factor in bringing about such pleasant, yet orderly relations between institutional workers and patients and other wards, as is desirable and essential for the promotion of mutual good will and the social restoration; also that the musical and allied activities are means of group instruction and diversion by which it is possible to serve greater numbers and still at the same time reach out through the group to the individual, giving evidence of needing special consideration.

Experience has taught furthermore that the music program on account of its many-sidedness and flexibility can be utilized successfully for both physical and mental training as well as for moral and academic instruction—in short for healthy concentrated mental effort—not neglecting in the meanwhile the diversional and entertaining evaluation and utilization of the musical activities. The entire musical program has been conceived to be a part of a larger system of which the general purpose is the social rehabilitation of the patient. Thus it has been possible to correlate the musical work with other institutional activities each in their particular way contributing their own assistance, technic and results to the general plan.

A second step forward has been the projection of varying musical plans, prepared to answer the individual needs of different institutions and practical assistance given by the representative at regular intervals or specific instances to the institutions in the execution of such plans.

The third progressive step has been the reaching of a conclusion as to the essential characteristics of personnel to be developed to carry on this type of institutional work. The most desirable institutional music worker must have a well poised projective, pleasant personality, combining pedagogic ability and experience with thorough musicianship and an extensive cultural background.

The representative has developed courses on this subject which have been introduced with marked success in some of the universities in this and a neighboring state.

A fourth step, which has just been undertaken is the introduction to the institutions of student workers, who, after having completed the prescribed course, enter the actual service as aides, to be promoted after due practical experience.



Besides instituting and stimulating a routine of group musical activities with special attention to the so-called "backward" patients, elaborate pageants were arranged by the representative and presented at several mental hospitals and a correctional institution. Performed entirely by the inmates, these events served to arouse the interest of the entire institutional population with benefit to all concerned.

The growing realization of the practical value of the musical division has demonstrated itself by the number of public speaking engagements and consultations which the representative has been attending to. This led to the development of a Community Program of Music as a means of mental hygiene and prevention of mental disease. This phase of the departmental Mental Health Program has attracted the attention of the leading educators of the Commonwealth.

The program of the Music Division in this biennium has gained the recognition and endorsement of the prominent medical and educational bodies of this and foreign countries. This has led to a very lively international correspondence and publicity which has made this division of the Bureau of Mental Health an important factor in the spreading of practical knowledge about the utilization of music in social education and institutional rehabilitation.

#### *Mental Examinations in Correctional Institutions*

As already stated, the addition of two part time psychiatrists to the staff of the Bureau for field service, has made it possible to institute regular examinations of all admitted to Huntingdon and Muncy. In addition, all the inmates at Huntingdon have been given neuro-psychiatric examinations, so that the work at that institution is kept practically up to date.

#### *Statistical Cards for Correctional Institutions*

A series of cards for statistical and record purposes have, by request, been devised for use in correctional institutions. These cards call for information of importance and are somewhat similar to those in use in mental hospitals, consisting of separate cards for admission, readmission, discharge, transfer and death. It is probably that after some modification these cards will be placed in use in the various correctional institutions through the Bureau of Restoration, copies being sent to the office of the latter for central record and compilation purposes.

#### *Increased Scope of State Hospitals at Torrance and Wernersville*

The State hospitals at Torrance and Wernersville both were originally planned as institutions for the "chronic insane" and admission to these hospitals was only by the transfer of selected committed cases from other institutions. The idea of separate institutions for the so-called chronic insane has long been discarded in most progressive states. Besides there have been requests from time to time, for original commitments to these hospitals, especially in the Torrance district where the existing mental hospitals receiving new admissions have been at a considerable distance. After discussion with the



Trustees and Superintendents of the hospitals at Torrance and Wernersville, it was decided to make these institutions full functioning mental hospitals, but until the facilities have been extended so as to make them prepared to treat all kinds of cases, to restrict the new admissions to selected cases. When a new building was opened at Torrance in 1926, it was also decided to receive a limited number of women both by transfer and original commitments. This has somewhat relieved a difficult situation in the Torrance district where mental hospital facilities are unusually limited, and has also tended to diminish the general overcrowding particularly noticeable in the departments for women of the various hospitals. On this account, the hospital at Torrance should be developed as rapidly as possible in order that it may assume full responsibility for that district.

### *Transfers to Ransom Hospital*

Overcrowding, so prevalent throughout the State, was also relieved somewhat in several mental hospitals by the transfer of a number of patients to the Ransom Hospital, arrangements having been made for the admission of patients to that hospital from places outside of its district.

### *Mental Hospital Statistics*

Only the more general statistical information has been included in this report. The following tables are for the biennial period ending May 31, 1926.

#### *Mental Hospitals*

##### *Movement of Patient Population 1924-1926*

In Hospital June 1, 1924.....	20,829
Number on parole.....	1,670
Number on register June 1, 1924.....	22,499

	1925	1926	Total
Admitted during year ending			
May 31st including transfers .....	5,446	5,744	
First Admissions .....	4,584	4,736	
Readmissions .....	613	519	
Total .....	5,197	5,249	
Number Discharged			
Restored .....	546	1,690	
Improved .....	1,299	1,040	
Unimproved .....	325	351	
Without psychosis.....	76	95	
Died .....	2,140	2,333	
Total .....	4,386	4,509	
Transferred to other			
Institutions .....	173	266	
Transferred from other			
Institutions .....	249	495	

*Character of Patients Remaining in Mental Hospitals  
June 1st, 1926*

In Hospitals, June 1, 1926.....	22,383
On parole, June 1, 1926.....	2,411
On register, June 1, 1926.....	24,794

	Male	Female	Total
Indigent -----	12,581	11,187	23,768
Private -----	398	628	1,026
Voluntary -----	21	35	56
Habit -----	16	10	26
Children (under 16) -----	29	24	53
Epileptics -----	657	539	1,196
Mentally deficient -----	288	251	539
Criminal insane -----	425	76	501
Convict insane -----	321	14	335
Tuberculous -----	272	337	609
Total -----			

*Comment on Statistics*

For a number of years the net annual increase in the mental hospitals, State and semi-State and licensed county, has been around 600. For the past several years, however, this net increase has been becoming greater. For instance, in June 1st, 1923, there were 594 more patients than on the preceding June 1st. In 1924, there were 812 more patients; in 1925, 891 more and in 1926, 663 more patients. This graphically illustrates the necessity for planning ahead in the expansion of mental hospitals in accordance with the comprehensive mental health program which has been formulated in the Department.

*Children in Mental Hospitals*

Another striking statistical observation is the increasing number of children committed to mental hospitals. On June 1st, 1922, there were only eleven children under sixteen in the mental hospitals. In 1925, however, there were thirty-four and in 1926, fifty-three. The ordinary mental hospital with the population composed mostly of adults is far from being well equipped for the observation and treatment of children suffering from psychoses. For this reason, the Bureau has definite plans for providing separate facilities for children in at least one mental hospital if funds will permit, with the expectation that other hospitals will later on require similar departments.

*Temporary Commitment*

It is only within the past year that the provisions of the mental health act as to emergency commitment have been to any extent utilized. It is gratifying that there is this increasing tendency to avoid jail confinement of mental patients requiring immediate attention, pending the completion of the regular commitment papers.

### *Parole of Patients*

The number of patients on parole has increased more in proportion than the hospital population. This is due to an increasing tendency to terminate hospitalization wherever a patient has been restored or improved sufficiently to return to community life. There is a wide variation, however, in the number of patients paroled by the different hospitals, the percentage being from .8 to 19. It is evident that more patients could be released from the hospitals if a vigorous policy of treatment, including occupation, were more generally instituted and if social service departments were always in operation. The hospitals that have active and well conducted social service departments have also the most patients on parole. Care must be taken to avoid releasing patients who might be a menace to themselves or others, but the welfare of the patients, their families and the community demands careful consideration of all cases and the prompt parole of all who can with safety and advantage live outside of the hospital. The number of patients on parole for several successive years is as follows: June 1, 1922, 1,244; 1923, 1,409; 1924, 1,670; 1925, 2,012; 1926, 2,411.

### *Epileptics in Mental Hospitals*

It will be seen that there are 1,201 epileptics in the mental hospitals on June 1st, 1926. Some of these, of course, would have to remain in mental hospitals by reason of behavior difficulties or other psychotic conditions. Many of the epileptics, however, are of the type that would more properly belong to a special colony such as it is hoped will be authorized for the Selinsgrove property owned by the State.

### *Convict and Criminal Insane*

The presence of convict and criminal insane in civil hospitals is decidedly unsatisfactory, to say the least. Yet there are almost 900 patients of this type in our hospitals, with accommodations at Farview for only 600, and there are a number of insane convicts in jails, penitentiaries and other correctional institutions who should be committed to Farview. It is needless to say that the capacity of Farview should be materially increased. Twice the present capacity, or a total of 1,200 beds would be about sufficient to meet the existing demand, with little thought for the future.

### *Statistics of Schools for Mental Defectives*

#### *Schools for Mental Defectives*

#### *Movement of population—1924-1925*

Population June 1, 1924	4,298		
On parole	224		
Total on register June 1, 1924	4,522		
	1925	1926	Total
Admitted during year ending May 31st	445	432	
Indigent	423	426	
Private	22	6	
Total	445	432	
Discharged, Improved	205	182	
Unimproved	22	27	
Transferred	1	3	
Died	129	154	
Total	357	366	



*Character of Patients Remaining in School  
for Mental Defectives*

*June 1st, 1926*

Population June 1, 1926	4,443
On parole	233
Total on register June 1, 1926	4,676

	Male	Female	Total
Indigent -----	2,111	2,125	4,236
Private -----	230	210	440
Criminal -----	2	7	9
Idiot -----	284	381	665
Moron -----	355	492	847
Insane -----	29	27	56
Epileptic -----	489	391	880
Tuberculous -----	40	25	65
Imbecile -----	1,625	1,414	3,039
Total -----			

*Epileptics in Schools for Mental Defectives*

The number of epileptics should again be noted. Undoubtedly some of these would remain in schools for mental defectives as essentially feeble-minded but many of these cases more properly belong in a special colony such as is planned for Selinsgrove, if it is authorized. This would help to eliminate the waiting lists now in existence. But as indicated in former reports, there should be twice the number of beds at present for mental defectives. The rapid development of Laurelton is particularly urgent, it being primarily for feeble-minded women of child-bearing age.

In summing up existing conditions in Pennsylvania so far as institutions for mental patients are concerned, one can only repeat largely what has been stated in previous reports.

The mental hospitals are overcrowded, interfering with the comfort of the patients and their chances for recovery, also increasing the fire hazards, and the liability of epidemics. The different hospitals lack various essential features. In one an admission building is needed; in another a laboratory; in a third isolation buildings for tuberculous patients and so on. In practically all of the institutions there are insufficient and unsatisfactory quarters for officers and employees. The Commonwealth cannot expect to secure and retain well qualified physicians and other officers in the institutions unless comfortable quarters are provided for themselves and their families. For the same reason, it is useless to hope to reduce the large turn over among nurses, attendants and other employees, until living conditions are rendered more satisfactory. Overcrowded and otherwise uncomfortable nurses homes in mental hospitals are one of the main causes for retardation in the highly desirable reciprocal affiliation between the nursing schools of general and mental hospitals.

The extreme lack of accommodations for the convict and criminal insane is disquieting. Penitentiaries, jails and other correctional institutions are overburdened with the care of insane prisoners, which they must retain until vacancies occur at Farview, a responsibility such institutions are not prepared to meet. Besides having limited

capacity, Farview is further handicapped by being provided with only half the amount of dining room space needed for patients.

The schools for mental defectives are likewise, as already shown, filled to capacity with waiting lists. Here too, there are lacking certain essential features. For instance, one institution is so compactly built that there is poor separation of sexes. This same institution has no assembly hall other than a basement room, poorly lighted and ventilated, low ceiling and many pillars interfering with sight and hearing. Other needs are laboratories, special accommodations for tuberculous patients, officers and employees quarters. As previously stated, it is estimated that there should be at least twice the number of beds as are now available. Closer scrutiny of waiting lists, psychological consideration of all admissions, return of senile cases, when possible, to the community, colony care and parole, all these activities will tend towards increasing accommodations and strengthening the efficiency of the program. There are definite plans for the development of colonies for mental defectives which have been so successful in other states, but an amendment to the fundamental law of the institutions and the mental health act will be necessary before such methods can be put into operation.

#### *Proposed Epileptic Colony at Selinsgrove*

The need for a separate institution for epileptics is constantly kept in mind by the requests received for such accommodations. Such an institution would relieve both mental hospitals and schools for mental defectives and provide a more proper place for these sufferers who are often highly appreciative of their surroundings. It is hoped, therefore, that the State-owned land at Selinsgrove will be authorized for development as an epileptic colony.

#### *Proposed Institution for Defective Delinquents*

Another urgent need, stressed in previous reports, is for an institution for male defective delinquents. There should be a place for the prolonged detention of obviously mentally deficient delinquents who now, to a large extent, are returned to the community after the expiration of their sentences. It is hoped that such an institution will be authorized for development on the State-owned property at New Cumberland. It is expected that a section for female defective delinquents will be developed at the Laurelton State Village.

#### *Proposed Psychopathic Hospital*

Besides the requirements outlined above, there should be at least one centre for research, intensive treatment and educational purposes, the latter particularly for the training of the medical staffs of institutions for mental patients. As indicated in previous reports, it is hoped that provisions will be made for the development of such a psychopathic hospital in Philadelphia, which shall be under the direction of this Bureau. Later on, another will, in all probability, be required in Pittsburgh. In connection with the training of assistant physicians, appreciation is again expressed for the course conducted at the Post Graduate School of the University of Pennsyl-

vania. Such an opportunity adequately grasped cannot help reacting favorably on the physicians taking the course and the hospital to which they return. The course is to be continued another year and it is hoped that it will be met with greater response than in previous years, more of the hospitals sending students.

### *Need for Increased Bureau Personnel*

So far as the work of the Bureau of Mental Health is concerned, not a great deal of expansion can be expected without more personnel. This is particularly true in the activities carried on by the field representatives of the section on mental clinics and community supervision. With only three such representatives for the whole State, little more than a demonstration can be made of community supervision. A remarkable amount of detail work, however, has actually been accomplished and with one more such field representative, the Bureau would be more adequately prepared to continue the activities so well inaugurated.

### *Statistical Studies Needed*

In time, it is hoped that there will be sufficient personnel to permit compilation and study of the mass of accumulating statistical data concerning mental patients. There is a wealth of material, including several thousand clinic cards, together with the cards filed routinely in reference to all mental patients admitted to institutions.

### *Full Time Field Psychiatrists*

While the field psychiatric activities have been cared for unusually well by the two part time neuropsychiatrists, the future developments of the clinic, community supervision and correctional institution consultation activities will logically necessitate full time service. Other directions in which the Bureau is likely to grow, are in the more extended investigation and deportation of alien mental patients to other states and countries. Much is accomplished in this respect by correspondence conducted in the office of the Bureau. It is felt, however, that much greater results would be shown if there were a full time investigating agent in the field.

Before concluding this section of the report, appreciation is expressed for the cooperation and assistance of the various individuals and agencies without whose help the field efforts of the Bureau would be of little avail. This is particularly true of the psychiatrists, psychologists and those acting as clinic secretaries, whose interest and assistance so ably supplement the endeavors of the field representatives of the Bureau.

Finally, it is believed that the Commonwealth is now set better than ever for a forward movement in the mental health field. A comprehensive State wide program for institutional development has been prepared; the field is largely organized for clinic consultations and community service, affording opportunities for the pre-



ventive measures. It is hoped that funds may be made available for carrying out the urgent program which has been based upon so much study and matured thought. And it is like-wise the hope that complete state care of all mental patients, shown to be so important in previous reports, and so generally the rule throughout the country, will eventually be brought about in Pennsylvania.

---

## BUREAU OF ASSISTANCE

The Bureau of Assistance is responsible for inspection and supervision of eighty-three county, borough, and township almshouses, nineteen homes for the aged, administration of State aid to one hundred sixty-six hospitals, sixteen of which come under the Lump Sum Appropriation, and the administration of the act regulating the solicitation of funds. The Director of the Bureau of Assistance continues the Social Service Consultant duties as far as time will permit, but a rather close contact has been maintained with the social work in the State owned and State aided hospitals in this branch of the work; conferences in other phases of social service are held as frequently as possible and the service is also extended through correspondence.

### *Division of Almshouses*

During the two years, one hundred sixty-one visits were paid to almshouses and Directors of the Poor for reinspection, and forty-four visits to homes for the same purpose.

In connection with the work of checking the hospital reports in the State aided hospitals and in the social service connected with this work, our field representatives found many hospitals keeping patients suffering with chronic diseases for long periods of time, some for years, the reason given that they were unable to care for themselves, and that the local almshouse had no facilities for caring for them.

In order to ascertain the actual conditions and because of the impression that the nature of the population of almshouses had materially changed from the old time hoboos, derelicts, and ne'er-do-wells, who needed a workhouse, to the sick and feeble who needed hospital care or a home, a special study was made during 1925-1926 and seventy-six of the eighty-four almshouses were visited by the Director of the Bureau of Assistance.

The visit was made the occasion of a reinspection but the real purpose was to classify the inmates according to their physical conditions and learn what facilities they had to meet the needs as shown by this classification.

The inmates or patients were classified as follows:

Class A Those needing constant medical and nursing care or real hospital cases

Class B Those needing nursing care and frequent medical service

Class C Those needing occasional medical or nursing care, barely able to take care of themselves but not able to do any work

Class D Those needing occasional medical care but able to take care of themselves and to do some of the work about the institution, farm, etc.

It should be noted that Class B, C, and D very frequently become Class A so that the figures would not remain the same in any of the classes.

In sixty-six almshouses in which full data was obtained, exclusive of Philadelphia Home for the Indigent; and Woodville, and Mayview, Allegheny County, the size of the problem and the resources or facilities to meet it are shown in the following figures:

Total number of inmates, Classes A, B, C, D ..	5,610
Total number of inmates, Class A .....	932
Total number of inmates, Class B .....	956
Total number of inmates, Class C .....	1,584
Total number of inmates, Classes A, B, C .....	3,472
Total number of inmates, Class D .....	2,138

In sixteen of these sixty-six almshouses, hospitals have been equipped either by the addition of separate buildings, the remodeling of existing buildings, or by fitting up sections as hospital wards. These sixteen almshouses have eight hundred forty hospital beds and were caring for eight hundred seventy-one Class A and B patients.

Three of the almshouses have no A or B cases and their total number of inmates is 24.

Forty-seven almshouses with no hospital facilities are caring for 1,013 Class A and B cases.

### *Doctors' Care*

In all of these almshouses some provision is made for medical care but the following will show how inadequate this service is.

2	Almshouses have full time resident physicians
17	Almshouses have daily visits by a physician
4	Almshouses have three weekly visits by a physician
6	Almshouses have two weekly visits by a physician
9	Almshouses have one weekly visit by a physician
25	Almshouses have no set time but physician on call

---

63

3 Almshouses have no A or B cases

---

66

The almshouses having physicians on call vary in grade of service from the very inefficient service of incompetent, uninterested physicians to those who respond on call at any hour of the day or night. Some physicians make reports of visits, number of patients seen, and some record of conditions found. While in others, the doctors only see those whose symptoms indicate acute illness and

assume the attitude that they are chronics and nothing can be done for them.

### *Nursing Care*

The number of inmates in the almshouses who should have good nursing care could very legitimately include a large number of those in Class C, but we have confined our report to those in Classes A and B, or 1,884 inmates and we find:

In thirty-eight almshouses with 1,597 inmates there were 80 attendants who had had some training in the care of the sick, 17 of these were graduate nurses, and 63 were either practical nurses or attendants.

Fifteen almshouses, 225 A and B cases, were looked after by the matron who added this to her many other duties assisted by inmates.

Ten almshouses with 62 A and B cases were cared for almost exclusively by inmates with some little supervision by the matron. Many of these inmate helpers were feeble-minded, some were crippled, and all needed very much more supervision than they were getting at the time of the visit.

Three almshouses had no A and B cases.

This is totally inadequate nursing care. The number of graduate nurses should be very much increased as should the number of practical nurses.

The Department is stressing, at every opportunity, the grave need of "hospitalizing" the almshouse and it is apparent that the Directors of the Poor are receptive to the idea and in several instances are already equipping their institutions to meet the need.

The reports show that fifty babies were born in almshouses in the State in 1924. When one considers the insufficient medical and nursing attention, the risk of infection, and the stigma attached to a child born in an almshouse, the injustice to both mother and child is inexcusable. One almshouse compels a mother (unmarried) to serve two years in return for the very poor care she received at confinement and only a feeble effort is made to compel the "unmarried father" to pay his share or to contribute to the support of the child.

With so many hospitals throughout the State receiving State aid, it would seem to be reasonable to require that suitable hospital care away from almshouses should be provided for every maternity case coming within the care of the Directors of the Poor. Some of the largest and best almshouses in the State have arranged for such care and only in the most urgent emergencies have they had deliveries in their institutions. Some almshouses have no other hospital facilities but do have a rather well equipped maternity ward and the inmates who need hospital care must be treated in the dormitories or in their own rooms while the maternity ward or room is kept for occasional use. Children are no longer born in jails, they should not be born in almshouses!



### *New Almshouses, Additions, Improvements*

During the last two years three counties,—Erie, Lawrence, and Monroe,—have built new almshouses and provision is made in these for the care of the sick.

Lehigh County Home is in course of construction and adequate hospital equipment is being provided; Northampton County is building a new women's building and is making hospital provision; Retreat Home and Hospital for Chronic Diseases remodelled one building and equipped it as a general hospital with resident physician, graduate nurse, etc., is having routine medical examination of all new inmates and having all old inmates examined and classified. Delaware County has equipped another ward as a hospital and employed a trained nurse.

The total amount expended for new buildings and improvements in the two years just passed was \$2,490,000. All plans for new buildings or reconstruction of old buildings are passed upon by this Department.

### *Children in Almshouses*

As we think it is bad for children to be born in almshouses, it is just as bad for them to be placed there, the environment being unsuitable for either their physical or moral development. A persistent effort is being made by this Department to have Directors of the Poor make other provision for dependent children and to develop co-operation between the Directors and Child Welfare Agencies. Trained workers employed by the Poor Directors with adequate outdoor relief would prevent the breaking up of many homes and would find suitable homes through existing agencies which provide supervision for those who must be placed.

### *Physical Condition of Plants*

While many counties have made improvements, some of the almshouses are in very bad condition and are unfit to care for their dependents; every effort is being made to correct these conditions but some are beyond the possibility of repair and improvement and nothing but the erection of new buildings can be considered. The worst of these, Mifflin County, was declared unfit for almshouse purposes fifty years ago and we finally were compelled, in the interest of suffering human beings, to order it closed and proper provision made elsewhere for the inmates.

The counties operating under the township and borough system have poor and inadequate facilities and Northumberland County, with five almshouses, covering only a very limited part of the county is one of the worst. In these five almshouses there were 115 inmates, twenty-nine in the A and B Class. There is no nursing care except such as the matron can give and the weekly or tri-weekly visits of the doctors. In the largest of these, the Shamokin and Coal Township Poorhouse, the conditions were fair except that the walls were all painted a heavy dark blue and it was gloomy. The steward said they all had the "blues". In another, with eighteen inmates, and a 100 acre farm, the doctor is at least ten miles away, calls once weekly, there is no telephone connection, and it would be impossible to reach him in an emergency. There were four A and B cases here, and while

the farm was being well cared for, the poorhouse was in very bad condition.

In the third, a wretched old hotel and a bungalow, there were seven inmates, four A and B cases and no comforts for either the inmates or the steward's family.

In the fourth, the steward and matron are a feeble, old couple, not at all capable of looking after the inmates, but they have their home and \$40 a month and the Overseers could not find any one else to work for so little. There were twelve inmates on the date of visit, five Class A and B. This place is more of a low grade boarding house than a home.

The fifth has five inmates, none of them Class A or B. Part of the house was rented to a family of twelve formerly receiving relief from Overseers. The steward works in the colliery and his mother and sister look after the inmates. They have rent free, and are paid \$22 per month for each inmate. The place is bare of any comfort, straw ticks on the floor provide the bed for some.

What is the cost of this poor service to the taxpayers of these districts, and how does it compare with the cost in Delaware County where there is good medical, nursing, and home care of the almshouse population?

From the figures submitted in reports from each of these, we find that the per capita cost to the taxpayers of the five Northumberland Boroughs is thirty-six cents, while in Delaware County it is thirty-five cents.

As these figures only cover five districts, there must be many in need of medical care in the other thirty-one districts of the county for whom no provision is made. This presents a strong argument in favor of the county unit plan of administration both from the humane and economic view points.

### *The General Poor Relief Act of 1925*

This act became effective in January, 1926, and while it is a step in the direction of county units, it only applies to the smallest counties and exempts those where the township and borough system is the most expensive and inefficient. Representatives of this Bureau have met with the County Commissioners of the counties affected and rendered service to them in their organization and in handling their relief problems. Some thought that they would have to build an almshouse at once but they were shown that this was not necessary and advised to wait until they were acquainted with their conditions before taking any such steps. The need of making a hospital of the Home was pointed out and the possibility of several counties combining and building one Home and Hospital which would serve them all was stressed. The employment of a trained welfare worker was recommended and will be followed up on subsequent visits.

### *Outdoor Relief*

The number of individuals affected by this branch of public charity; the variety of problems they present; and the amount of public funds spent in relief make this one of the most important activities of the public relief officers.

### *Numbers Relieved*

The statistics for 1924 show a total of 11,300 families 4,261 men, 10,022 women, 28,119 children, or 42,402 individuals receiving relief.

The disabilities or reasons given as causing the need for relief show widowhood with the largest number with 16,000 (round number) persons affected; temporary sickness and chronic diseases coming second and affecting 12,500 persons; other disabilities or causes are desertion and non-support by husband, husband in jail, unemployment, mental disability, orphans, and a rather large number of old age, 2,800.

### *The Cost*

The total amount of public funds paid for coal, groceries, clothing, medicine, burial, etc., for the year was \$1,150,000.

### *Trained Service*

Preventive work through good medical service, painstaking constructive case work, adequate relief on a definite plan, etc., can only be accomplished through the employment of workers trained in the field of social service. Some poor districts have realized this and have appointed such workers and have granted them opportunities to secure further training, but many counties and districts still feel that this is an extravagance and others think it would appear to be acknowledgment that they were not capable of doing the work for which they were elected. The inconsistency here lies in the fact that they employ doctors, nurses, farmers, dairymen, etc., but it is difficult to convince them that this is a special service requiring specially equipped workers to handle the delicate problems of personal relief and readjustment. The amount of money spent for farm implements, machinery etc., is almost as much as that spent for salaries to clerk, investigator, welfare worker, etc., and we know that under this general heading, the amount paid for welfare workers was the smallest part: a women Poor Director told us that no one questioned \$1.200 for a modern farm implement but the same amount of money for trained service would be rated as rank extravagance.

### *Poor Relief Program*

While a great amount of work has been done which has resulted in improved administration of county homes and outdoor relief, much remains to be done and some of the things we would like to see accomplished are:

1. Suitable hospital care in the County Homes and Hospitals for the chronically ill
2. Constructive service in outdoor relief through the employment by the officials of competent, qualified welfare workers
3. Abolition of the expensive inefficient township and borough system of poor relief in all counties remaining under that system



4. Discontinuance entirely of the use of the almshouse for maternity services and temporary care of children

### *Division of Hospitals*

In the Legislative session of 1923 a radical step forward was taken in the administration of the State's aid to private hospitals. Instead of making appropriations which became available to the hospitals on the basis of showing a deficit in their operation the bills were drawn so as to make the funds available on the basis of free hospital service rendered to the sick poor, who had been identified as worthy to receive such care because of financial need.

This method of appropriation, with its necessary check upon credit investigations made by this Department, resulted in great improvement in hospital business methods, increased earnings and increased service to acute cases by the hospitals as reported in some detail in the last biennial report.

The Legislative session of 1925 took a further new step by appropriating \$1,000,000 in a lump sum to the Department of Welfare for the purchase of care for the indigent sick in hospitals not owned by the State. This appropriation was made available to hospitals through a contract drawn up between the Department and the institution. The constitutionality of the use of this appropriation in connection with so called "sectarian" institutions has been challenged in the courts but a final decision has not been reached in regard to the matter.

The work of approving the social service credit cards and checking the lists of those eligible for free care in the State aided hospitals has been carried on as in the last biennium. The selection of trained hospital social workers to do this work has resulted in a high grade of service and a social interpretation of the work.

Assistance has been given the hospitals in dealing with social problems as they appeared on the cards and some plans were worked out for the care of the chronically ill.

Hospital workers paid 1,329 visits to the one hundred sixty-six hospitals for the purpose of checking reports and giving consultation service, made two hundred thirty-four reinspections, and six hundred four special visits were made by all of the workers to make investigations of complaints, appeals for aid in special problems, solicitation of funds, etc.

### *Conferences*

In order to further assist the workers, seven conferences were held in different parts of the State and these were attended by five hundred hospital officials; they were originally intended as round table discussions between credit workers but other officials thought they were of sufficient importance to spend considerable effort to attend. At these conferences, the whole subject of credit work was informally discussed, the workers invited to bring their problems and an effort was made to assist them. That they were appreciated is shown by the fact that the hospitals have requested us to have similar conferences at frequent intervals.

### *Solicitation of Funds*

Under the Solicitation Act of 1925, the Department is charged with the responsibility of drawing up the Rules and Regulations for the Administration of the Act and the Bureau of Assistance has conducted the investigations, received and passed on the applications. One hundred Certificates of Registration have been granted, twenty-three Certificates of Exemption, and nine refusals.

Some organizations appealing to the public as charitable have been found to be private enterprises and have been refused certificates; others have been compelled to improve their methods and accounting; and reputable organizations have been glad to comply with the law and file their applications.

We have given some publicity to this in the newspapers, through Chambers of Commerce, etc., but have not reached all who should come under the law.

### *Division of Homes for the Aged*

There are nineteen State aided homes for the aged and seven additional homes which also receive children; the total capacity of these homes is nine hundred ninety-nine, and there are long waiting lists. These homes have been inspected annually and most of them are in very good condition, many repairs and improvements have been made during the last two years and we have made recommendations for further improvements which seem necessary for the comfort and welfare of the inmates.

There is great need of more provision for old people who are not suitable for almshouse care and not eligible for the homes for the aged,—some could pay full admission rates, others could pay small weekly or monthly sums and some would have to be free. Sectarian and other homes for the aged have long waiting lists and many applicants must accept almshouse care while waiting.

The religious, fraternal and military organizations have made fairly adequate provision for the care of their aged members but the numerous letters received by this Department asking for assistance in procuring care for the aged and the chronically ill prove that there is much that needs to be done for these groups.

Carefully selected and supervised boarding homes would care for many, but great care in the selection and supervision must be exercised to prevent exploitation and commercialization. Convalescent homes for the chronically ill who must leave the hospitals but who still need medical care and could be restored to some degree of self-support, would lessen the need for additional almshouse facilities. Homes for aged couples with a moderate admission fee; enlarging the present institutions so that additional inmates could be accommodated; modification of present regulations with reference to admission are some of the ways in which these needs could be met.

Will the charitable public not give some thought to this instead of multiplying the children's institutions? It is not difficult to provide for children but the plight of the aged, having outlived their natural providers and facing the ending of their days in the "poorhouse", is really one needing consideration.

## BUREAU OF RESTORATION

The development of the Bureau of Restoration has been one of the most difficult problems presented to the Secretary of Welfare, first because of the difficulties inherent in prison administration itself; second, because of the age old decentralized system of penal administration in Pennsylvania; third, because of the nation wide increase in spectacular crime and the consequent reaction of the public toward all efforts made looking to a modern handling of the crime problem; fourth, because of the appalling conditions which existed in the prisons of Pennsylvania when this Administration entered office; and last, but by no means least, the dearth of men competent to handle the problems involved in our effort to re-educate Pennsylvania public opinion in matters of prison administration.

The disorganization and lack of morale in all our penal institutions in January, 1923, is a matter of history. Within two years the personnel in our State penitentiaries and reformatories had been thoroughly reorganized and we were ready to proceed with a more aggressive program of rehabilitation.

During the last two years there has been a steady development in the program of rehabilitation for the inmates not only of the State penal and correctional institutions but also the county prisons. The Department of Welfare has insisted that the physical properties of all jails and penitentiaries shall be in first class condition and that a well rounded schedule of work, recreation and education be started.

Because of the congested conditions in the Eastern State Penitentiaries at Philadelphia, one hundred and sixty-five inmates have been transferred to serve a portion of their sentence in the county prisons. These transfers are scattered over the eastern section of the State and in order to house properly this type of inmate, many of the county prisons have been renovated and repaired by the county authorities.

The construction of the new Western State Penitentiary at Rockview has at last reached the point where a part of the main cell block can be occupied and this has relieved the crowded condition at the Western State Penitentiary in Pittsburgh. It is our profound regret, however, that no funds were made available by the Legislature for further construction on modern lines at Rockview.

The greatest advance in the penal work of the State, however, has come in the development of the program of rehabilitation. Not only in the State penitentiaries but in many of the county prisons every inmate is given a physical and mental examination which is followed by a systematic course of treatment where this is found to be necessary.

At the Western State Penitentiary, during the last two years, each inmate has been given a psychological examination; a trained instructor has been put in charge of the Educational Department and a thorough system not only for the physical but for the mental and spiritual restoration of the inmate has been attempted. This program is the most ambitious of its kind and has attracted attention from all parts of the country, receiving favorable comments on every hand.

The work done by both the Eastern and Western Penitentiary authorities has been supplemented by psychiatrists from the Depart-



ment of Welfare who are giving special examinations where necessary. At the Pennsylvania Industrial Reformatory at Huntingdon and at the State Industrial Home for Women at Muncy, the psychological examinations are used as a basis for the assignment to work and school and in every one of the State correctional and penal institutions an earnest effort has been made to use these newer methods in the readjustment of the inmate's life.

In many of the county prisons not only has cell work for inmates been encouraged but both industrial and farm activities have been undertaken. In the State institutions, the shop industries which are under the direction of the Department of Welfare have been increased and approximately 92 per cent of the population in the penitentiaries and reformatories are on the manufacturing pay roll of the Department. Over 31 per cent of the population of these institutions are employed in the shop activities where vocational training is emphasized and industrial schooling is the keynote. The school work at the Pennsylvania Industrial Reformatory at Huntingdon and at the new Western State Penitentiary at Rockview has been brought to a conclusion each year by regular graduation exercises while the activities along this line at the Western State Penitentiary in Pittsburgh and the State Industrial Home for Women at Muncy have been far reaching in their results.

One of the most unusual developments has been that of cell work, both in the State and County prisons. The Department of Welfare and many of the authorities in charge of these institutions have encouraged this for it has meant special training as well as provided work for hundreds of the inmates. At the Western State Penitentiary, special instructors have been employed from time to time to develop this craft work while in the Eastern State Penitentiary, groups of men have been permitted to join together in these enterprises. Beaded articles; inlaid woodwork; antique ships; leather goods; copper and wrought iron novelties; radios; special knitted ties, etc., have been made in large numbers by the inmates.

The use by the County authorities of prison inmates in outside activities has resulted in a new departure. Road building and farm work constitute the chief items in this program. With the recent opening of a road camp by the County Commissioners and Board of Prison Inspectors of Fayette County, another chapter is written in the development of this type of work for prison inmates.

There is much yet to be done to make the program of rehabilitation cover the entire State, touching all of the penal institutions. In some of the Counties the authorities have been very slow to undertake these newer methods. They apparently do not understand that every inmate of a county prison is soon to return to the communities of the State and that much depends not only on the treatment but also the development of the inmate as to whether he is to go back into a life of crime or to become a useful citizen.

*County Prison Statistics*

For the year ending December 31st, 1924, the following figures tell the commitments to the County Prisons:

Total number Committed during Year

White		Colored	
Male	Female	Male	Female
59,158	3,691	20,195	2,428

Daily Average Population—5,973.

The expenditures during this same year for the maintenance of the County Penal Institutions was \$1,761,348.18 while there was spent in improvements \$110,548.62.

In spite of these large sums of money both for maintenance and improvements, many of the county prisons have long since reached the end of their usefulness. Lack of adequate ventilation, of decent sanitation and of proper equipment make the buildings a liability rather than an asset in the rehabilitation of the inmates.

For the last two years, the Department has had a score rating for each county prison. The total score is 1000 points, with 500 for Administration; 300 for Buildings and Grounds and 200 for Prison Personnel in charge. It is to be noticed with some degree of dismay that only three of the county institutions score over 750 points; that twenty score between 500 and 750; that thirty-four score between 300 and 500 and that there are ten county prisons in the State whose score is less than 300. It would seem as though the time were not far distant when the entire county prison system would need revamping.

County Prison Population	White		Colored	
	Male	Female	Male	Female
January 1st, 1926				
6,556	4,173	212	1,948	223

During the last biennium improvements were made to the buildings, and better equipment and more modern facilities provided in the following county prisons: Adams, Blair, Bradford, Butler, Cameron, Clearfield, Clinton, Columbia, Lackawanna, Luzerne, Mifflin and Schuylkill.

In many of the prisons the legal provision for outdoor exercise was put into effect while steps looking toward proper medical examination and treatment have been undertaken. A particular advance has recently been made in Lackawanna County along this line.

New shop buildings and a new hospital have been erected at the Allegheny County Work House; a new prison has been built in Fulton County; a new shop building has been constructed in Montgomery County and a similar new building has been erected in York County. The construction of a prison road camp in the southern part of Fayette County where are housed fifty of the inmates of the prison who are used in the building of a county road, is the first of its kind in the State. A new wall is being built around the recently constructed wing of the Northampton County Prison. A new House of Correction at Holmesburg in Philadelphia County is being erected

while Snyder County is in the midst of a reconstruction program for its county prison including new heating and plumbing systems.

At the Allegheny County Work House 400 inmates are doing productive work in the shops, while 100 men are being used on the construction program of the institution. In the two branches of the Philadelphia County Prison 625 inmates are employed in manufacturing articles for the institutional requirements and in doing other institutional work. Beaver County; Berks County; Lehigh County and Westmoreland County have groups of inmates on road and bridge work under the direction of the county authorities. In these counties as well as Washington and Cambria Counties, other inmates are used in the care of the public grounds and county buildings. The County Poor Farm provide work for prison inmates in Dauphin County and Berks County while Delaware County Prison has a farm which is rented by the Commissioners and is worked by the prison inmates.

Industrial shops give employment to many of the inmates in Berks County, Chester County, Delaware County, Lancaster County, Lehigh County, Montgomery County, Northampton County and York County. The cell work has been emphasized in all these counties as well as in Lycoming County which has made a speciality of this type of activity for the prison inmates.

### *State Penitentiaries and Reformatories*

The completion of the west wing of the cell block at the new Western State Penitentiary at Rockview has been the outstanding building achievement of the biennium. This wing contains 250 cells and by special grouping of selected inmates, approximately 450 men have been housed in it. This has relieved both the congestion at the Western State Penitentiary at Pittsburgh and in the dormitories of the Rockview institution.

The erection of a new building at the State Industrial Home for Women is under way in order that in the next two or three years many of the women who are scattered in the county prisons may be brought under the care of trained women officers and matrons at Muncy.

Large and extensive alterations and improvements have been made at the Pennsylvania Industrial Reformatory for boys at Huntingdon. That institution, although old in years, is in the best physical condition that it has been in for several decades.

The erection of a new dining hall at the Western State Penitentiary in Pittsburgh; the building of a modern school house and two new shop buildings have been decided improvements. In order to relieve the almost impossible congestion at the Eastern State Penitentiary, the Board of Trustees have erected by inmate labor a new block which will house 200 of the younger men. This was done in an effort to tide over the situation until the new Eastern State Penitentiary is erected and to make it possible to segregate the young offenders.



### *State Institutions—Population Statistics*

During 1924 the following number of inmates were in the State correctional and penal institutions:

Total population	White		Colored	
	Male	Female	Male	Female
	1,216	52	413	13

On January 1st, 1926 the figures were:

Total population	White		Colored	
	Male	Female	Male	Female
3,959	2,778	82	1,093	6

The population of Eastern State Penitentiary on this date was 1,431; population of Western State Penitentiary was 1,096; population of new Western State Penitentiary at Rockview was 646; the Pennsylvania Industrial Reformatory for Boys 698; the State Industrial Home for Women 88.

In the year 1924 the total maintenance expenditures for the three penitentiaries and two reformatories was \$1,755,219.91.

In all of these State penal and correctional institutions the present administrations have built a morale among the inmates that is exceptionally fine and which has been commended by visitors from over the entire country.

### *Future Program*

While the present conditions in these State institutions have the commendation of the Department of Welfare, there are certain pressing needs. If the program of restoration which has been started is to be carried to a successful conclusion, the first of these naturally is a new Eastern State Penitentiary. The Commission which was authorized by the 1925 Legislature to select a site for this new institution will have carried out its part of the task by January 1st, 1927. The 1927 Legislature should appropriate \$3,500,000 and authorize the Department of Welfare and the Board of Trustees of the Eastern State Penitentiary to begin at once the erection of a modern penal institution which would provide for a full rounded program of rehabilitation, including work for every inmate; an educational system which will remove illiteracy; moral and spiritual instruction; and recreation. With the location of this new penitentiary in the country, there is no reason why Pennsylvania should not again take the lead in penal affairs, not only for this nation but for the world. Buildings which would provide for classification and separation of types of offenders could be erected and every effort made to apply all the modern scientific knowledge to the problem of penal administration.

An appropriation of \$300,000 is needed to complete the east wing of the cell block at Rockview and an additional \$300,000 would provide the funds to carry forward the building program. At the next session of the General Assembly the necessary legislation should be passed to make Rockview an institution separate from the Western Penitentiary, with a Board of Trustees and personnel entirely distinct and providing for a district of counties from which commitments would be made direct to the institution. This would mean a repeal of the former statute creating one central penitentiary in Pennsylvania, and the setting up of three penitentiary districts, one

for Eastern; one for Western and the other for Central or Rockview District.

An appropriation of \$150,000 for the erection and equipment of another building at the State Industrial Home for Women at Muncy and of an additional \$50,000 for secondary buildings for this institution would mean that Muncy could very shortly receive all of the women offenders from every county of the State.

The present system of county prisons is obsolete. Legislation should be enacted that would provide for nine or ten regional State Farms, grouping the counties according to geographical locations and railroad connections, to which all prisoners serving more than sixty days should be committed direct. This would mean ultimately the abandonment of the county prisons except for short term inmates and for persons awaiting trial.

The only class of counties now using the fee system to provide food for the inmates is the Seventh. This fee system is a relic of medieval times and should be entirely abolished. The system used in the other seven classes of counties should be made to apply to the Seventh Class with the Sheriff on a salary and all costs of maintenance paid on bills presented to the County Commissioners.

Pennsylvania has great need of an institution for defective delinquents (male). The State owns land at New Cumberland that could be utilized for this purpose and an appropriation of \$1,000,000 should be made to start such an institution. This is the class of inmates in each of the penitentiaries which is the disturbing element and much of the turmoil and trouble could be avoided if this group were removed and put in an institution where special attention and treatment could be provided. Massachusetts and New York have such institutions, and Pennsylvania is lacking here.

The development of Laurelton State Village for Women with a section devoted to female defective delinquents is another point in the program that needs emphasis. Also the enlargement of Farview State Hospital for Criminal Insane is essential for the penitentiaries contain at the present time a number of inmates who are mental patients and who cannot be taken to Farview because of lack of accommodations.

The need of a central parole board which should be given authority to pass on the question of parole for the inmates of all county and State penal and correctional institutions is imperative. Such a board, properly constituted and with a staff of trained workers to study the social and family environment as well as to gather together the psychological, psychiatric and medical reports of each inmate, would remove much of the stigma which has been unfortunately attached to parole. There should also be a system of supervision for paroled inmates whereby personal contacts would be kept with each released prisoner. This problem is in the hands of a Commission who will undoubtedly report its recommendations at the Legislative session of 1927.

The Department of Welfare is committed to the development of an educational and vocational system of training if the present program of rehabilitation is to be carried out. There is need of a systematic effort on the part of the authorities of the penal and correctional

institutions to enlarge the facilities along these lines and they should be encouraged by appropriations for this effective work.

The Department of Welfare should be given authority by legislation to supervise the transfer of inmates from penitentiaries to the county prisons and from one county prison to another. Since the Department has the entire field under its survey, it would seem that it is best informed as to the physical conditions of prisons and penitentiaries and would know where and how such transfers could be best effected; certainly such transfers should not be made by any authority without the approval of the Department.

---

## PRISON LABOR DIVISION

There has been a steady growth in the development and administration of the Prison Industries during the past two years. Business has been maintained without any serious interruptions or periods of slump in any of the various branches of the industries. While the problem of selling has become increasingly difficult on account of keener competition and lowered prices, the amount of business done by the Department of Welfare through the Prison Labor Division has been well over that of any period previous to the present biennium. With the increase of business has come a corresponding increase in the number of prison inmates employed and trained. The supervisory personnel of the Prison Labor Division has also been substantially increased as a result of which much more is being accomplished in the real purpose for which the Prison Labor Division exists—the rehabilitation and training of prison inmates.

The outstanding developments include the establishment of prison industries at Rockview; the removal of the license tag industry from the Pennsylvania Industrial Reformatory to the Western State Penitentiary; the establishment of the furniture industry and the taking on of the printing industry at the Pennsylvania Industrial Reformatory; and the reorganization of the shoe industry at the Eastern State Penitentiary.

### *Eastern State Penitentiary*

A change in the supervisory personnel and a complete reorganization of the shoe shop equipment and management has resulted in the production of shoes comparing very favorably with shoes of the same class produced by the best commercial manufacturers. Patterns and lasts have been replaced by new ones resulting in improved designs and economy of materials.

The cutting room was completely rearranged and new machines added. A new storage room was built for receiving materials and the old storage room altered to take care of finished products. Several new machines have been added in the lasting and making room. Line shafting and bearings were overhauled effecting an economy in power consumption. Recommendations have been made for changes in the power plant of the institution whereby ample electric power may become available to operate additional new machines.



The shoe department has handled a volume of business nearly equivalent to its capacity.

New machinery has also been added in the Hosiery and Underwear Department to meet the demands for some of its more popular lines.

The clothing department has had a steady flow of work through orders received largely from institutions from the city of Philadelphia and in the production of clothing used in the Eastern State Penitentiary.

The weaving department has been kept fully employed to capacity in the production of textiles required by the Eastern State Penitentiary and the Clothing Department.

### *Western State Penitentiary*

Several new 90 inch sheeting looms have been added to the textile department to meet the increased demand for wide sheeting; several new designs of gingham have been adopted; the production of turkish towels developed, and new shirting, zephyrs and nainsook are in production. New equipment for bleaching and folding gauze and sheeting has been installed.

Production has been increased from 75 per cent loom capacity at the beginning of the biennium to practically 100 per cent loom capacity during the past year.

The clothing department has been completely reorganized with a separate superintendent and an assistant in charge. A tailoring division has been developed in which a group of prisoners has been trained in the production of high grade citizen suits and officers' uniforms.

All tailoring work formerly done by the institution with the equipment for the same has been absorbed in this department.

The broom industry has been discontinued, the business being turned over to the State Council for the Blind. The brush industry continues to turn out a standard line.

During the biennium, the license tag industry was removed from the Pennsylvania Industrial Reformatory, Huntingdon, Pennsylvania to the Western State Penitentiary occupying the entire floor space of one of the three shop buildings. Obsolete equipment was replaced with modern and rebuilt equipment and the capacity increased to 225 per cent of the former capacity at a total cost, including removal, of \$90,320.91. This new industry at the Western State Penitentiary has furnished employment for 75 to 100 additional inmates. In addition to producing all of the automobile license tags used in Pennsylvania, the entire State's requirement of hunters' license tags and dog license tags are being turned out on contract schedules.

### *Rockview*

With the beginning of the biennium, the Welfare Department took over the garden and established a cannery, forest tree nursery and concrete block industry at Rockview. The cannery was equipped late in the summer of 1924, but in time to pack approximately 20,000 gallons of garden and farm products which were sold to the Western State Penitentiary and consumed mostly at Rockview.

During the season of 1925, the garden was put under expert supervision and increased to over 100 acres. An expert cannery superin-

tendent was employed with the result that over 50,000 gallons of vegetable products were packed, nearly all of which were sold during the following months. In the spring of 1926, the garden was expanded to over 200 acres with the expectation of a corresponding increase in cannery output, nearly all of which was sold as "Futures" before May 31, 1926.

The concrete block plant produced the building blocks which were used for the construction of the new cannery, bake shop, two barns, greenhouse and cold frames.

This plant has the capacity to turn out approximately 200 poured concrete building blocks per day.

The forest tree nursery has been placed under the supervision of an expert who has brought it up to compare favorably with the best nurseries in the State. A law passed by the Legislature in 1925 set up a cooperative arrangement with the State Forestry Department whereby the output of the nursery is distributed. A surplus of seed has been planted with the expectation of providing seedlings to be sold to Forestry Departments of other States. An initial order of this kind was received from the State of Maryland for delivery in 1927. Experimental work in raising food bearing and ornamental tree seedlings and in grafting is being carried on for the purpose of enriching the training to prison inmates in the nursery industry. A new 8 inch pipe line was laid from the source of water supply to a point from which is taken off a 4 inch line for irrigating the forest tree nursery.

Plans are developed for the extension of this 8 inch line to the institution and gardens as soon as a new reservoir can be constructed. A new greenhouse with cold frames is being constructed to improve the garden facilities.

### *Pennsylvania Industrial Reformatory*

Early in 1925 the first unit of the tag industry was removed from the Pennsylvania Industrial Reformatory to the Western State Penitentiary, and in December, 1925, when the 1926 automobile license tag contract was completed, the last of the tag equipment was removed. Immediately the former tag shop building was renovated and remodeled for the establishing of the furniture industry. Furniture making machinery was installed during the early months of 1926. The factory is now producing its first order of 100 nurse's tables. Furniture samples are also being produced from which future orders will be taken. This industry when fully established should employ from 75 to 100 inmates.

On March 30, 1926, by agreement the printing industry at the Huntingdon Reformatory was taken over by the Welfare Department. The printing shop was entirely renovated and fully equipped with new and modern machinery and furniture. It will have capacity to employ 25 boys.

### *State Industrial Home for Women, Muney, Pennsylvania*

Plans are under way for taking over and establishing industries at this institution. This will probably include canning, gardening and garment making.



### *Production Administration*

The most important forward step in administration was accomplished through the selection of superintendents to head up the industries in each of the penal institutions. Personnel for this purpose was completed on January 1, 1926, at which time added authority was given to these superintendents, relieving the central office of much detailed supervision. On account of this closer supervision, several important improvements in shop management have been made and better relations established with the administration officials of the institutions in which Welfare industries are being conducted.

### *Advisory Committee*

During the last years, an Advisory Committee consisting of representatives from both manufacturing and labor interests was appointed for the purpose of aiding in the effective operation of the new law legalizing the sale of Welfare products to government agencies and institutions outside of Pennsylvania. The manufacturing members were recommended by the Industrial Relations Committee of the Philadelphia Chamber of Commerce, and the labor members by the State Representative of the American Federation of Labor. The representatives on both groups were commissioned by the Governor.

The particular duties of this Advisory Committee were to inspect the various industries and products conducted by the Department of Welfare, Prison Labor Division; to advise in manufacturing equipment and methods; to examine the quality of products in order to establish their grade and classification on the market, and to make recommendations for improvements and changes in policy and legislation.

A general meeting of this committee was held in March, 1926, followed by group meetings in several industries. The extensive improvement made in our Shoe Department at the Eastern State Penitentiary was a direct result of the work by this Committee.

### *Sales*

For some time it has been thought that much better results would be obtained if the salemen of Prison Labor goods could be compensated on a salary and commission basis. After extensive study of this problem, a plan was finally adopted in March, 1926, whereby the three salesmen employed in this division are paid a minimum salary for a basic amount of sales, plus a percentage commission on the billing value of sales above the basic amount. At the close of the biennium, this plan had been in operation for only two full months. It is expected that increased effort on the part of the salemen will result. The salesmen continue to work on approved weekly schedules with daily reports to the office. Daily production reports with weekly and monthly summaries are received from the superintendents of industries at the various institutions. From these reports are made up regular schedules of surplus products and other data for the information of the sales section.

The total business done for the biennium closing May 31, 1926, amounted to \$1,646,227.53, an increase of \$204,602.86 over the business of the previous biennium.



## Industrial Training

Definite progress has been made in industrial training. In addition to oral instructions given "on the job" to inmates working at occupations requiring trade skill, printed lessons in the theory and practice of these trades have been prepared by the superintendents. Printed courses have been prepared in printing, weaving, tailoring, shoe making, knitting and forest tree nursery work. Plans are under way to employ educational directors for the purpose of organizing classes and additional courses and to extend industrial educational opportunities to inmates employed on maintenance occupations.

## Legislation

The Legislature of 1925 enacted three important laws:

1. The maintenance labor law, providing that all prisoners employed in the State penitentiaries and reformatories at "maintenance labor" should be paid wages, not to exceed 20 cents per day, from the Manufacturing Fund. This law was made effective beginning June 1, 1925, and wages amounting to \$67,538.32 were paid for maintenance labor during the twelve months ending May 31, 1926.
2. A law permitting the sale of surplus products of Pennsylvania prison industries to the government agencies, and institutions of other States of the Union and of the Federal Government. Arrangements for the selling of such products as provided by this law have been made with the Associates for Government Service.
3. A forest tree nursery law, which legalized the sale of forest tree seedlings to the State Department of Forest and Waters.

In order to increase the standardization of Prison Industry's products, it would be desirable to have legislation making our "States-use" plan, as applied within our Commonwealth, compulsory upon the State-owned and State-aided institutions. It would also be desirable to have changes made in the Prison Labor law whereby the construction or expansion of shop buildings could be done from the Prison Labor Manufacturing Funds, or from other funds and appropriations under the control of the Department of Welfare, subject to the approval of the Trustees of the institution in which shop expansion is needed.

TABLE SHOWING EMPLOYMENT OF PRISON INMATES  
For two years—June 1, 1924 to May 31, 1926

	PRODUCTION LABOR		MAINTENANCE LABOR		Average Payroll
	Average Number Men Employed 1924-25	1925-26	Average payroll 1924-25	1925-26*	
Eastern State Pen. -----	258	283	287	300	337
Western State Pen. -----	161	251	192	318	678
Pa. Ind. Reformatory -----	82	50	108	65	646
New Western State Pen. -----	50	75	104	153	520
Muncy (1 month only) -----	----	21	----	21	----
Total -----	541	680	691	857	2181

Largest total payroll in any one month—June 1925—1013

\*Effective only since June 1, 1925

## TABLE OF WAGES PAID PRISON INMATES

*For two years—June 1, 1924 to May 31, 1926*

	PRODUCTION LABOR 1924-25	LABOR 1925-26	MAINTENANCE LABOR
Eastern State Pen. -----	\$28,377.91	\$36,449.52	\$14,808.40
Western State Pen. -----	14,778.19	38,905.52	19,694.67
New Western State Pen. (Rockview) -----	4,850.00	12,539.13	14,796.32
Pa. Ind. Reformatory -----	12,251.18	384.45	18,239.93
State Ind. Home for Women (Muncy) -----		54.00	
	\$60,257.28	\$88,332.62	\$67,539.32

1924-25 1925-26

Average wage per day on Production Labor based on 300 working days per year .37 .43

## BILLING VALUE OF SALES FOR TWO YEARS

*June 1, 1924, to May 31, 1926*

	1924-1925	1925-1926	TOTAL
Hosiery & underwear -----	\$41,732.72	\$53,494.32	\$95,227.04
Shoe -----	96,348.22	94,455.71	190,803.93
Printing -----	26,267.95	26,506.14	52,774.09
Weaving East -----	25,182.61	22,215.71	47,398.32
Clothing East -----	35,127.80	48,470.41	83,598.21
License Tags -----	438,150.14	415,644.30	853,794.44
Woodworking -----	1,559.10	5,788.12	7,347.22
Broom & Brush -----	10,781.09	13,777.28	24,558.37
Weaving West -----	78,825.74	77,875.88	156,701.62
Clothing West -----	41,493.24	48,809.96	90,303.20
Cannery -----	6,208.95	17,967.62	24,176.57
Garden -----	2,746.70	10,356.27	13,102.97
Concrete Block -----	5,242.60	1,135.09	6,377.69
Nursery -----		63.86	63.86
TOTALS -----	\$809,666.86	\$836,560.67	\$1,646,227.53

TABLE SHOWING COMPARISON OF AUTO LICENSE TAG  
BUSINESS WITH OTHER THAN TAG BUSINESS*For four years ending May 31, 1926.*

	1922-23	1923-24	1924-25	1925-26
License Tag Business -----	\$353,741.27	\$302,872.45	\$438,150.14	\$415,644.30
Other than License Tag Business -----	367,351.25	327,659.70	371,516.72	420,916.37
Totals -----	\$721,092.52	\$720,532.15	\$809,666.86	\$836,560.67

## INTER-RACIAL WELFARE

The steadily increasing demand for unskilled, semi-skilled and skilled Negro labor in the industrial districts of Pennsylvania is attracting large numbers of that race to this State. War conditions gave them their first industrial opportunity and now that the 3 per cent immigration law has cut off the sources of labor supply from the northern and southern European countries, the demand for Negro labor is growing greater and the Negro finds himself a very important factor in the economic life of Pennsylvania. An unforeseen hand opened to him the door of economic equality and freedom, his unprecedented migration to the north at this time where he has found better jobs, higher wages and better treatment has revealed to him his economic value as never before.

The reaction which everywhere followed the entrance of these newcomers into the different sections of Pennsylvania, was first seen in the abruptly changed attitudes of the white and Negro races. Changed conditions called for too sudden readjustment between the two. There was a general undertone of excitement and apprehension among both races and evidences of friction became more and more frequent.

When these grave conditions of bitterness and violence began to be apparent in Pennsylvania, the Department of Welfare called together a group of men and women of both races representing all sections of the State, to discuss changing conditions. These men and women of the two races, recognizing that this undeniable progress in the teeth of great odds had stimulated the hope and ambition of the Negro race, and reminding themselves that the aspiration of the human heart cannot be suppressed without disaster, agreed that some way must be discovered to dispel this race suspicion and hatred and if possible, make what threatened to be a very serious calamity, contribute to permanent improvement in the relations of the two races in Pennsylvania. On the recommendation of this conference, the Department of Welfare, through a State Survey, had a scientific study made of the general social conditions among Negroes. This survey was under the direction of Mr. Forrester B. Washington, who had two paid assistants and more than 1,500 volunteer workers from both races.

The geographical base for this study was limited to ninety-one cities and towns having a Negro population of 100 or more according to the (U. S.) 1920 census. The problems studied were those which good social research has proven give a well-rounded picture of the well being of any group. Namely,—Vital Statistics, Industry, housing, business, health, neighborhood, education, leisure time activities, religious life, community organization, welfare work and race relations. The most significant fact concerning the Negro population, brought out by this survey, is that it was much larger in 1920 than claimed by the United States Census. In a number of cities and towns, there were as many registered Negro voters as was given by the census enumerators as the entire population. The Negro population in Pennsylvania according to 1920 census was 284,568. The State Survey report gives the population today as 480,000 an increase in six years of 68.8%.

The great bulk of the Negro population is concentrated in the extreme eastern and western sections of the State. For instance, forty-



eight of the ninety-one cities with a Negro population of over more than 100, are located in 8 counties. Four of these counties are in the Pittsburgh industrial district in western Pennsylvania and the other four are in the Philadelphia district in eastern Pennsylvania. In these eight counties, namely, Allegheny, Beaver, Washington, Westmoreland, Chester, Delaware, Montgomery and Philadelphia, 204,705 of 284,568 Negro inhabitants of the State (at the 1920 census) are found. The combined Negro population of the two largest cities, Philadelphia and Pittsburgh (171,954 U. S. Census) accounts for 60 percent of the Negro population of the entire State. The only other points of concentration of Negro population are in Dauphin County in the vicinity of Harrisburg and Steelton and at Johnstown. The remaining forty-three cities and towns with a Negro population of 100 or more are scattered through 26 counties.

This concentration of the migrant population in a few cities have presented many new and perplexing problems, a great many of which confront the agencies who are attempting to do welfare work among Negroes in the State. Three-fourths of the Negroes that have come north since the beginning of the World War have settled in a few cities in Pennsylvania. It is in these cities that the problems of housing, seasonal unemployment, health, education and racial friction are most pronounced.

The survey report seems to prove that racial misunderstanding is apparently at the root of most of the difficulties and problems. This misunderstanding consists of ignorance on the part of the majority group of the capabilities and objectives of the Negro, of his ambitions and also his contribution to the general welfare of the Commonwealth. That between the best white and Negro citizens in Pennsylvania there is little contact or understanding. That this gulf is due to race prejudices, labor competitions, agitations and misunderstandings. That white citizens have little or no knowledge of the aspirations or accomplishments of Negroes, that the better classes of both races have grown farther and farther apart and that there is a tendency with the Negro people to a loss of faith in white people generally and their civilization.

The Department of Welfare realized that it was very apparent from this report that the first task would be to bridge the gulf between intelligent white and Negro men and women. On the basis of the facts as presented by the State Survey report, the Department of Welfare has promoted an inter-racial program for the last eighteen months. The purpose has been an effort to ameliorate general social conditions existing among Negroes in Pennsylvania. A technique for the work was developed through correspondents, questionnaires, conferences, inter-racial meetings and inter-racial committees. Eighty correspondents through questionnaires which are sent out semi-annually keep the Department advised of changing social conditions in their local communities. Forty-two inter-racial meetings have been conducted under the auspices of the Department. These meetings have been the medium through which contracts between the two races have been made and a better understanding obtained of each other's aims, ideals and ambitions.

The relations of white and Negro groups are, after all, neighborly relations in local communities and our inter-racial work has proven

that when we could get the interest of white and Negro citizens locally to work for improving these relations, that very definite and significant results are achieved. Through these meetings, the message of good-will, mutual understanding and mutual co-operation has reached approximately 30,000 persons of the two Races. Twelve inter-racial committees have been organized and they are promoting constructive programs of Race co-operation in an endeavor to clearly define and set before their communities the principles, policies and methods by which white and Negro groups all over the State where the two races are in contact in large numbers, may adjust their relations by means of conference, understanding and good-will, in contrast with methods of force, violence and hostile contention.

The most encouraging recent development in dealing with the industrial, health, housing, educational and recreational problems as presented by the State Survey, is the rapid progress of the tendency to co-operate in working out programs of adjustment rather than to leave them to bickerings and struggle. Through the Department's inter-racial program, the following outstanding results have been accomplished:—

1. More contact and mutual understanding between the two races.
2. More cordial and sympathetic relations.
3. More co-operation between Negroes and whites.
4. More and better industrial opportunities for Negroes
5. More favorable public opinion toward Negroes developed through the press.
6. More provision for wholesome recreation for Negroes.
7. Decrease in death rate among Negroes. (This is especially noted among infants).
8. Decrease in crime. Moral conditions improved.
9. More and better houses available for Negroes either as tenants or owners.
10. Negroes admitted to membership in white civic organizations.

There is fast developing in Pennsylvania a new attitude relative to the Negro and his status, an attitude which seeks after the true facts and evaluates them. There is a long way yet to go but we feel that we are certainly headed in the right direction.

---

### COMMUNITY WELFARE ORGANIZATION UNIT

Welfare work in most communities of Pennsylvania, as in other states, has developed with little planning or careful study of the needs of the community as a whole. As a result in many communities there are numerous public and private agencies doing the same kind of work while in other places practically no welfare service is available. There is often a lack of understanding and sympathy between local

public welfare officials and philanthropic citizens and workers, with a consequent failure to cooperate.

On the other hand many citizens throughout the State realize the need for organizing and correlating their welfare activities and improving this service, but they do not know how to go about making the needed adjustments.

The work of the Special Representative in Community Welfare Organization, appointed early in this administration, is, therefore, educational, co-operative and promotive. He attempted to increase understanding and spread the idea of united action in common welfare problems, to help citizens to realize their responsibility and to aid them to study their needs and to organize their public and private welfare work to meet these needs.

The present trend in social and health work is away from independent individual efforts toward interrelated and concerted action. It is away from paid boards of directors and overseers to unpaid boards of trustees with employed, full time, professionally trained workers who carry out their policies in the most scientific manner possible.

One of the first duties of the special representative in community welfare organization was to cooperate with other public welfare agencies and citizens in an attempt to draw up some plan for making easier the cooperation of welfare agencies and for providing professional service in the smaller counties of the State.

To this end a group of representatives from the Department of Welfare, the Commission to Codify the Poor Laws, the Children's Commission, the Old Age Assistance Commission, the Mothers' Assistance Fund and the Public Charities Association of Pennsylvania met several times to discuss county welfare organization and means of relating their own work. They appointed a committee of five to draw up a plan for some kind of county organization. No final conclusions have as yet been reached.

### *Counties Aided*

Representative groups of citizens have requested advice and assistance from our special representative in the following counties: Berks, Chester, Warren, Schuylkill, Wayne, Delaware; addresses and conferences have been held at the request of individuals or clubs in other counties as follows:

Adams	Berks	Beaver
Bedford	Columbia	Bradford
Chester	Erie	Cumberland
Dauphin	Lawrence	Juniata
Lancaster	Monroe	Mercer
Mifflin	Northampton	Montgomery
Northumberland	Schuylkill	Philadelphia
Pike	Warren	Snyder
Tioga	Wayne	Washington
Allegheny		

This indicates at least a wide spread sowing of the seed which we hope will ultimately result in better understanding and cooperation between public and private welfare agencies.



Social work in rural districts is just beginning to develop. No special training is given for rural workers, and little opportunity is afforded for intelligent, concerted efforts to solve the difficult problems peculiar to these districts. To help meet this need the special representative assisted in shaping the program of the State Conference on Social Welfare to include two round table meetings on rural problems. So much interested was this group that two special meetings have since been held to continue the discussions,—one at Pittsburgh during the State Conference and an all day session in Philadelphia in May, 1926. Two special sessions are arranged for the 1926 Conference with the same leadership.

A committee of health and social workers was also appointed by the conference with the special representative as a member to formulate a working relationship between the two groups.

Funds have not been sufficient to permit us to continue this special activity and at this time we are without a representative in this field.

---

## THE PENNSYLVANIA STATE COUNCIL FOR THE BLIND

In view of the fact that the State has not heretofore undertaken to handle work for the blind in a systematic manner, and also because the present status of the work and the need is so little understood, this seems to be the logical time and place to outline the situation even to the extent of occupying an unusual amount of space in this report.

In 1923 there was appointed by the Governor a Commission to Study the Conditions Relating to Blind Persons in Pennsylvania. This Commission, composed of an able group of men and women interested in all phases of work for the blind and in general educational and social work, made an exhaustive study of the condition of the blind in Pennsylvania and it was upon their recommendation that a bill creating a Council for the Blind was introduced in the last Legislature.

### *Organization*

The Pennsylvania State Council for the Blind was created by an Act of the General Assembly signed on May 14, 1925, and upon the appointment of an executive director began to function January 4, 1926, as a departmental administrative commission under the Department of Welfare. The law provides that there shall be seven members in the Council—the Secretary of Welfare, the Superintendent of Public Instruction, the Secretary of Labor and Industry and four members, one at least by preference a blind person, appointed by the Governor. The four appointive members are: Miss Anna B. Pratt, Director, White-Williams Foundation, Philadelphia; Dr. L. Webster Fox, Ophthalmologist of Philadelphia; S. Mervyn Sinclair, a successful business man of Williamsport who lost his sight by accident four years ago and C. B. Auel, Manager, Employees' Service Department, Westinghouse Electric and Manufacturing Company, Pittsburgh.

## *Duties*

The Council is authorized "to formulate a general policy and program for the prevention of blindness and for the improvement of the condition of the blind. To make recommendations in accordance with such policy and practice to the several executive and administrative departments, boards and commissions of the Commonwealth, and to any public or private agencies therein which may be in any way concerned with work with or for the blind".

The Council is an advisory and coordinating body. It will serve as a bureau of information and a clearing house by maintaining a register of the blind in the State and making this data available to other agencies. It will assist in developing new and progressive activities through the already existing organizations for the blind.

## *Prevention of Blindness*

There is scarcely an organization for the blind that does not consider prevention of blindness to be one of, if not the most important phase of its work. Aggressive work has been carried on in many of the states of this country in an effort to prevent unnecessary blindness from ophthalmia neonatorum or "babies sore eyes".

The National Committee for the Prevention of Blindness has tried to obtain accurate statistics as to the number and percentage of pupils blind from ophthalmia neonatorum in the schools for the blind. The data they have secured relative to new admissions in schools for the blind shows a decrease in the past seventeen years from 27 per cent to 13 per cent and the figures for new admissions in the two Pennsylvania schools, in Pittsburgh and Philadelphia, drop from 32½ per cent during the five year period, 1905-1909, to 17 per cent for 1920-1924.

So effective has been the work of departments of health, both State and city, organizations for the blind and public health and nursing associations, that a number of cities and states have made rapid strides toward eliminating ophthalmia neonatorum. Massachusetts reports no case of blindness from ophthalmia neonatorum during the past six years; the city of Nashville, Tennessee, reports none for the past eleven years and the city of Cleveland has no blind child under four years of age.

These statistics tend to show that the publicity given to prevention of blindness from "babies sore eyes" is gradually accomplishing results.

There has been a law since 1913 in Pennsylvania requiring the reporting of cases of ophthalmia neonatorum by physicians and midwives and the reporting of the result of treatment, but not until April 13, 1926, was the use of a prophylactic in the eyes of the newborn made a regulation of the Department of Health. This ruling became effective May 14, 1926, and a 1 percent silver nitrate solution will be furnished free to physicians and midwives in the State by the Department of Health.

Pennsylvania has laws providing for the proper training and experience of midwives and for the regulation of their practice.

The Department of Labor and Industry is empowered by law to demand adequate protection for industrial workers and to regulate and prescribe all kinds of safety devices looking toward the prevention of blindness and other accidents. The Department has materially reduced the number of eye injuries in the past two years by its aggressive campaign for the wearing of goggles and the use of other protective measures in the dangerous occupations.

The Pennsylvania Association for the Blind in March, 1926, launched a State-wide lecture campaign in the interests of prevention of blindness and work for the blind in general. The Lion's Club have adopted work for the blind as their first major activity and this campaign, of which Henry E. Lanius, the blind Senator from York County, is the lecturer, is being financed by the Lions' Clubs of Pennsylvania who have organized a State Committee on work for the blind.

The Council for the Blind is co-operating with the Pennsylvania Association for the Blind in helping to make this educational campaign a success and to take advantage of the interest aroused by its publicity, to further work for the blind in communities where no activity exists.

### *Sight Saving Classes*

Pennsylvania has under its medical inspection law made provision for the annual examination of the eyes of school children. The law also permits any school district to provide for the care and treatment of defective eyes of all pupils in the public schools. Little publicity has been given, however, to the need for special provision for the education of children handicapped by serious visual defects.

Sight saving classes in connection with public schools were first established in the United States in 1913 to afford the visually handicapped child an opportunity to receive an education with the minimum amount of eye strain.

Conservation of vision classes may be established in Pennsylvania in accordance with Section 1413 of the State School Law. The law places the responsibility of providing this special instruction upon the authorities of the school district in which these children reside but it also provides that each local district maintaining these special classes will receive \$300.00 per class in addition to the regular state aid under the Edmund's Act.

The most reliable information obtainable is that approximately one to every 500 to 800 school children has vision so seriously defective as to be an educational handicap and to require the special advantages offered by these special classes of which there are 234 in the United States.

With a school population in Pennsylvania of approximately 1,500,000 children and using the ratio of 1 to a 800-as-a conservative estimate of the ratio of children with defective vision to the general school population, there are perhaps 1,875 public school children whose vision is 50 per cent or more below normal.

Philadelphia with a school population of 294,325 is the first city in the State to organize classes for its visually handicapped children. It has thirteen classes with an enrollment of 156 pupils. Using the



ratio 1 to 800, Philadelphia has need for thirty-seven classes and Pittsburgh would require at least ten classes to care for these visually handicapped children.

### *Teacher Training*

In an effort to meet the demand for adequately trained teachers, ten full and part time courses are being offered for the training of teachers of the blind and of sight saving classes in connection with universities, normal schools and schools for the blind in the United States. Detailed information about these courses has been gathered by the State Council and distributed to departments of education, organizations for the blind and others interested.

### *Statistics*

It is estimated that there are between 6,200 and 6,500 blind persons in Pennsylvania. Of this number 10 per cent are under 20 years of age, 40 per cent between 20 and 60 years and 50 per cent are 60 years and over.

### *Education*

The State for some time has made provision for a limited number by an appropriation of \$1.50 per day for the care and training of blind babies up to eight years of age.

Recent legislation placed the Pennsylvania Institution for the Instruction of the Blind and the Western Pennsylvania School for the Blind under the State Department of Public Instruction, and a law has been passed providing that 25 per cent of the cost of educating a blind child between 6 and 21 years of age be paid by the school district from which the child comes and 75 per cent by the State through the Department of Public Instruction, the State meeting the entire cost for those under 6 and over 21 years of age. The amount paid by the State, however, does not include the entire cost of education. Both of these schools were founded by private initiative and their plants have almost entirely been provided without cost to the State.

These two schools and St. Mary's Institute for the Blind, a Catholic school and home combined, recently established at Lansdale, provide instruction for about three hundred blind children. There are probably three hundred more blind children under twenty-one years of age practically without training, one-half of whom could profit by instruction.

The compulsory education law of the State has recently been amended to include both blind and deaf children of school age.

### *State Scholarship Fund*

The State Scholarship Fund enables properly qualified blind students, residents of Pennsylvania, to pursue courses of study in any university, college, conservatory of music, normal, professional, or vocational school, approved by the State Superintendent of Public Instruction.

### *Braille Class*

In an effort to aid blind children to take their place among the seeing, classes for the blind were established in the public schools of

Chicago in 1900 and similar classes have been organized in public schools of other states.

Johnstown is the first city in Pennsylvania to establish a Braille class in its schools with an enrollment of fourteen.

Educators of the blind recognize the advantages of the co-education of the blind with the seeing but it is a question just when this should take place. Some believe that this training in public schools should take place after the blind child has mastered the tools necessary in his education, i. e., the reading and writing of Braille, the use of the typewriter, etc., and after he has an opportunity to measure his ability with those similarly handicapped.

The Royer-Greaves School for the Blind at King of Prussia, Pennsylvania, is a small private school for the instruction of backward blind children needing individual attention.

### *Libraries*

The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind, the Departments for the Blind of the Free Library of Philadelphia, the Carnegie Library of Pittsburgh and the libraries of the two schools, located in Pittsburgh and Philadelphia, supply a large number of embossed books but there is demand for a larger number to supply the needs of students in institutions of higher learning and adult readers in the State. Embossed books have been carried post-free through the mails in the United States since 1904. No appropriation, however, is made by the State of Pennsylvania for providing embossed books for the blind reader.

### *Voluntary Service*

The American Red Cross contributes invaluable voluntary service to the blind through its members, making available much new material by transcribing it into Braille. Clubs and other organizations supply voluntary readers for blind students, or for groups of blind people and contribute in many other helpful ways to the blind in their communities.

The studies in 1903 of the conditions of the blind in the State made by the Pennsylvania Institution for the Instruction of the Blind and continued in 1909 in cooperation with the Western Pennsylvania School for the Blind emphasized the need for greater facilities for adequately training and placing the capable blind adult.

The Pennsylvania Association for the Blind with headquarters in Pittsburgh was organized in 1910 in an effort to meet this need. Today this Association and its branches in Pittsburgh, Scranton, Wilkes-Barre and Harrisburg provide daily employment in their workshons for approximately one hundred blind workers.

The same year the Pennsylvania Institution for the Instruction of the Blind opened its Salesroom and Exchange in the business district of Philadelphia in charge of a field officer who follows up and assists the pupils of this Institution to secure employment. This work has been extended beyond the graduates of this school and excellent work in placing blind men and women in industry has been accomplished. Each year more than one hundred adults have been assisted in securing employment for which they had been trained.



In the closing months of 1925, the Pennsylvania Association for the Blind started the placement of blind people in industry among the seeing, and so substantial was their beginning that this Association and the Western Pennsylvania School for the Blind have united in employing a Placement Agent for the year 1926.

The Pennsylvania Working Home for Blind Men in Philadelphia provides employment and occupation for about 125 blind men over 25 years of age. About 86 of these blind workers live at the Home maintained in connection with this institution.

The Bureau of Rehabilitation of the Department of Labor and Industry has done excellent work in the re-education and placement of adults blinded in industry. Although this Bureau is primarily interested in industrial cases, it has also been of assistance to many other blind adults. Where practicable, the Bureau calls upon the assistance of the organizations for the blind to aid in giving instruction. Here as is done in other organizations, the previous education and occupation of the individual, as well as his capability and limitations are carefully considered before plans are made for his re-education. There are some striking illustrations where adults blinded in industry have been entirely rehabilitated by this Bureau which cooperates most generously with the Council for the Blind and other organizations for the blind.

The trend of modern education of both the youthful and adult blind is to so train them that they can take their place among the seeing. There is no place in Pennsylvania where the newly blinded adults can receive adequate training.

Funds should be made available for increasing the opportunities for adequate training, placement and follow-up work of the capable adult blind of whom only one-third are reached by existing agencies.

### *Home Teaching*

The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind was established in Philadelphia in 1882 by an Englishman, William Moon, LL. D., blinded inventor of the Moon embossed type. The charter of the Home Teaching Society restricts its work for the blind to the teaching of reading with the fingers and the circulation of embossed books and with its limited appropriation has been unable to reach all parts of the State. While the teaching of embossed types was the original purpose of all home teaching societies, the demands made by the blind themselves for instruction in their homes in handicrafts has materially broadened the scope of home teaching.

Commissions and associations for the adult blind throughout the United States are now providing instruction for the blind in their homes in a variety of handicrafts, pencil writing, type-writing, as well as the reading and writing of embossed types.

Much more in the way of home teaching should be done for the blind of Pennsylvania than is now being done through the combined efforts of the Pennsylvania Home Teaching Society, the Pennsylvania Association for the Blind and its branches, the Junior League and other organizations. This can only be done by increased funds making possible the employment of more home teachers.

In an effort to meet the growing demand for instruction of blind people in their homes, the Pennsylvania Institution for the In-



struction of the Blind offers, in addition to its regular course of instruction, a two year course for the training of Home Teachers. The students taking this course live at the School where one year is given to gaining a knowledge of the background of work for the blind, to methods of teaching, to learning a variety of handicrafts, to the problems of the home teacher and general helpfulness to the blind and one year is taken at the Philadelphia School of Social and Health Work where the students, the majority of whom are blind, have experience in family case work along with the regular training in social service work.

### *Homes*

The Chapin Memorial Home for the Aged Blind, founded in 1906, and entirely supported by private funds cares for about 25 over 65 years of age, most of whom are women.

The Pennsylvania Industrial Home for Blind Women, established in 1868, and supported by private funds, gives a home to approximately 50 blind women for whom no other provision is made. About two-thirds of these are given employment for a limited number of hours each day. This Home and the Pennsylvania Working Home for Blind Men care for those who have grown old in the service.

In addition to the comparatively small number of blind in these homes, there are about an equal number being cared for in County Homes who had they been given the opportunity for training and employment earlier in life or when they lost their sight might have become useful citizens in their own communities instead of spending their lives in idleness at the expense of the State.

### *Relief*

The Blind Relief Fund assists needy blind in the Philadelphia area. The Pennsylvania Association for the Blind and its branches gives aid to a limited number but these organizations have no specific appropriation for the giving of relief.

It has already been stated that 50 per cent of the blind are over 60 years of age. Add to this the 14 per cent between 50 and 60 years and we have 64 per cent or practically 4,000 blind people in the State over 50 years of age. A large number of these are not in need of relief of any kind but a considerable number of those over 50 and a small group between the ages of 20 and 50 need financial assistance.

More than twenty states have made provision for relief for the blind in some form and the majority of these laws have been passed since 1910.

During the past ten years there has been a growing tendency toward the granting of special forms of relief to supplement the efforts of the worthy and needy in general. In England the provisions of the Old Age Assistance Act are made applicable at the age of 50 years in the case of blindness, twenty years before available for the seeing.

It is the desire of workers for the blind in Pennsylvania that a wise plan of relief for the needy blind citizens of the State be formulated or worked out through existing county organizations. Looking toward this, the State Council has been gathering and tabulating data on the giving of relief in other states.

The recommendation of the Commission to Study Conditions Relating to Blind Persons in Pennsylvania that relief should be made available at once for a small number, perhaps 5 per cent of the total blind population, in a sum not to exceed \$360 per annum per individual is a very conservative estimate of the number requiring this form of relief but would serve as the basis upon which to develop this type of assistance.

### *Custodial Care*

The State Council is interested in securing systematic provision for the blind feeble-minded. We have recognized the need of custodial care for the feeble-minded child and the feeble-minded woman of child-bearing age but we have neglected to make any provision for the blind feeble-minded child or the blind feeble-minded woman of child-bearing period. Surely their need of the protecting care of an institution is as great as those of the feeble-minded who see. From the point of view of economic administration, it would appear that these doubly handicapped individuals will need to have special provision made for them in the units in existing institutions for the feeble-minded.

### *Activities*

Since the State Council began to function in January, 1926, personal contact has been made and friendly relations established with all of the active organizations for the blind in the State and the national organizations: The American Foundation for the Blind and the National Committee for the Prevention of Blindness.

Two conferences of representatives of Pennsylvania organizations and State departments interested in the blind have been held in Harrisburg and the Executive Director is in frequent conference with their executives. There have been also a number of group conferences. In addition to visiting the activities of organizations for the blind in Pennsylvania the Executive Director has visited the work for the blind in New York City, Cleveland, Ohio, and Newark, New Jersey.

Upon the recommendation of the workers for the blind, the Council requested the Prison Labor Division of the Department of Welfare to discontinue the making of brooms and mops in the penal institutions of the State. The making of brooms and mops will be discontinued as soon as all of their raw material has been worked up. At that time, the Prison Labor Division and the Council will urge the institutions of the State in placing their orders for brooms and mops to give preference to such products made by the blind.

The State Council has been represented on the programs of the Pennsylvania Conference on Social Welfare and the Pennsylvania Public Health Conference.

### *Sesqui-Centennial Exhibit*

A splendid spirit of co-operation exists among the organizations in Pennsylvania as was evidenced by their voting to pool their interests and material in presenting work for the blind at the Sesqui-Centennial Exposition in Philadelphia and in eight of the organi-

zations subscribing \$100 each to help underwrite the expenses of arranging and maintaining the exhibit during the Exposition. It was their wish that the Executive Director of the Council take charge of the exhibit and she served as Chairman of the Executive Committee on Exhibition of work for and by the Blind in the Education Building at the Sesqui-Centennial.

The exhibit was not limited to the work of Pennsylvania organizations. The co-operation of organizations throughout the country was invited and many were most generous in sending both material and money.

### *Register*

It is expected that eventually there will be a complete register of the blind of the State in the office of the State Council but it has not seemed advisable to take the time or go to the expense of completing this at once but to let it grow as individuals are referred to the Council. Many individual cases have been referred to existing agencies by the Council and organizations throughout the State have been urged to send in information about the blind people with whom they are working. Only in this way will the register grow and only in this way will the office of the Council be able to serve as a clearing house for the work with the blind of the State.

### *Program*

The charter of the Pennsylvania Association for the Blind provides for State-wide activities and this Association is planning for the expansion of its work by the organization of branches in various sections of the State where no work for the blind exists. Through its field representatives making the initial investigation, the State Council can co-operate in the development of these centers and materially assist in furthering these new activities.

The State Council for the Blind is deeply concerned with the development of a State policy and program of work for the blind in the Commonwealth before any great amount of new work is inaugurated. To this end all the organizations are cooperating.

In addition to working out a State policy program and making surveys and studies of the conditions of the blind looking toward the development of new work, the Executive Director and the field representatives to be added to the staff of the Council will have as their immediate objectives the following:

To further by publicity and cooperational efforts looking toward the prevention of blindness;

To stimulate the organization of conservation of vision classes in all districts where there is a group of ten or more school children with seriously defective vision;

To disseminate information as to the excellent educational opportunities offered to blind youth by the schools for the blind;

To encourage provision for the care of the blind feeble-minded;

To further the development of more adequate facilities for advisement, training, employment and follow-up work of the capable blind adult;



To promote Home Teaching of the blind in their homes in its broadest sense;

To gather and make available data on the giving of relief that a wise plan may be worked out for the relief of the needy blind of Pennsylvania;

To cooperate with all agencies in meeting the needs of the blind and especially in those sections of the State not reached by existing organizations;

To complete as rapidly as seems advisable the register of the blind and to encourage all the organizations interested in the blind to clear with the Council that it may in fact become a bureau of information and a clearing house for work in the Commonwealth.

### ALCOHOL PERMIT BOARD

The Alcohol Permit Board was created by Act of Legislature approved February 19, 1926, and was lodged in the Department of Welfare, the Secretary of Welfare being a member of the Board and elected its Chairman.

The Board consists of three members and its activities are supported out of fees paid for licenses issued under the terms of the Act.

There are employed at this date a Secretary, Field Director, three Field Assistants, a General Council and when necessary other legal assistance.

The Board co-operates through its agents with the Federal authorities in the prohibition field and with the State and local police authorities.

Special appreciation is expressed for the cooperation of the State Police without whose assistance our work would be seriously curtailed.

Permits have been issued as follows:

First permits issued April 24, 1926, to Adam Scheidt Brewery, Norristown.

Permits issued up to May 31, 1926, as follows:

A—Industrial Alcohol Plants.....	4
B—Bonded Warehouses.....	6
C—Denaturing Plants.....	4
D—Bonded Dealers in Ethyl or Pure Alcohol.....	3
E—Bonded Dealers in Specially Denatured.....	7
F—Wholesale Dealers in Completely Denatured ..	10
G—Breweries .....	28
H—Bailee for Hire.....	3
I—Transporter for Hire.....	4
J—Wholesale dealer in Alcoholic Medicinal Beverages .....	1
Total	70

Number of meetings held up to May 31, 1926 .....17

The following conferences were held:

April 27, 1926, State Brewers Association

April 27, 1926, Representatives of Concentration Warehouses

May 5, 1926, State Brewers Association

May 24, 1926, Large Distilling Company

May 27, 1926, Industrial Alcohol Manufacturers

The time of the Board and its Council has been largely occupied in developing the reasonable interpretation of the law under which it functions and in formulating rules, regulations, forms and lines of procedure.

We are at this time, October 1, 1926, about to institute proceedings for the revocation of certain permits issued under the Act, the holders of which have been found in violations of the law.

ARTICLES WHICH HAVE APPEARED IN NATIONAL AND  
LOCAL MAGAZINES AND BULLETINS AND WHICH  
WERE WRITTEN BY REPRESENTATIVES OF THE  
DEPARTMENT OF WELFARE OF PENNSYLVANIA

---

*GALSTER, AUGUSTA*

*Reprinted from:*

- |                    |  |
|--------------------|--|
| 1. Jimmie and Paul | Mental Health Bulletin, Vol. 4,<br>No. 1 |
|--------------------|--|

*HACKBUSCH, FLORENTINE*

- |   |  |
|---|--|
| 1. The Story of Paul—Paul   | Ungraded. Vol X, No. 9, June,<br>1925  |
| 2. The Organization of Clinics<br>and Extra Institutional super-<br>vision.                   | From the proceedings of the 49th<br>Annual Session of the American<br>Association for the Study of the<br>Feeble-minded. May 8-11, 1925. |
| 3. Study of a County's Appli-<br>cation to State Schools.                                     | Mental Health Bulletin, Vol. 3,<br>No. 1   |
| 4. A Study of the Waiting Lists<br>of State Institutions for De-<br>fectives in Pennsylvania. | The National Committee for<br>Mental Hygiene, 1926.  |

*HOWELL, ALBERT E.*

- |  |  |
|--|--|
| 1. Pennsylvania Welfare Pro-<br>gram founded on "Preven-<br>tion". | The Nation's Health, August, 1925<br>Vol VII, No. 8. |
| 2. Social Welfare in Country<br>Life.                              | Rural America for October, 1925.                     |

*HUNT, CLEMENT W.*

- |   |  |
|---|--|
| 1. The Department of Public<br>Welfare in Pennsylvania.                                       | The Annals of the American Aca-<br>demy of Political and Social<br>Science, January, 1923. |
| 2. Developing Budgetry Control<br>in Relation to the State In-<br>stitutions in Pennsylvania. | The Annals of the American Aca-<br>demy of Political and Social<br>Science, May, 1924.     |

*LABAREE, MARY S.*

- |  |  |
|--|--|
| 1. Problems of Children as a<br>Public Agency sees Them. | The Annals of the American Aca-<br>demy of Political and Social<br>Science, September, 1925. |
|--|--|

*McMARLIN, PHYLLIS*  
(FETZER)

- |   |                                  |
|---|----------------------------------|
| 1. A Study of the Free Service<br>Rendered by the Children's<br>Hospital of Pittsburgh, | The Modern Hospital, July, 1925. |
|---|----------------------------------|



MEGEE, MARTHA J.

*Reprinted from:*

1. Application of Social service to the Problems of the Small Hospital. The Modern Hospital, February, 1925.

MOSS, MARGARET STEEL

1. "In Loco Parentis". The Pennsylvania Elephant, March, 1923.

MILLER, ELIZABETH F.

1. The Need for Knowledge of Psychiatric Nursing by the Registered Nurse. Mental Health Bulletin, Vol, 3, No. 4.

POTTER, ELLEN C. (DR.)

1. Care of the Chronically ILL and the Dependent. The Nation's Health. October, 1925.
2. Child Welfare in Relation to Child Health. The Atlantic Medical Journal. 1923.
3. Community Measures to Conserve Child Life. The Annals of the American Academy of Political and Social Science. November, 1921.
4. Developing Standards of Accounting and Administration. The Modern Hospital, May, 1926. Vol. XXVI, No. 5.
5. The Future Almshouse will be a County Hospital. The Nation's Health, August 15, 1926.
6. Distribution of State Expenditures in Public Welfare Field. Bulletin of the Pennsylvania League of Women Voters.
7. Where the State Taxpayers Money Goes. Budget Leaflet No. 14, Department of Welfare.
8. Earnings of Public Welfare Institutions in Relation to the Economies of Administration and Physical, Mental and Social Rehabilitation of the Patients. The Annals of the American Academy of Political and Social Science. May, 1924.
9. How to Secure a Continuing and Progressive Policy in Public Social Work Institutions. Hospital Social Service, XIII, 1926, 59.
10. An Institutional Program in the Field of Corrections. National Conference of Social Work, Toronto, 1924. Address.

*POTTER, ELLEN C. (DR.)**Reprinted from:*

11. Is our Present Method of Handling our Problem of Dependency Satisfactory to Us? Association of the Directors of the Poor and Charities and Corrections of Pennsylvania at Williamsport, October 16, 1923.
12. Safety First. Mental Health Bulletin, Vol. 3, No. 4.
13. Spectacular Aspects of Crime in Relation to the Crime wave. The Annals of the American Academy of Political and Social Science. May, 1926.

*PRITCHETT, KATHARINE A.*

1. Improving Food Administration in Mental Hospitals. The Nation's Health, February, 1926.

*PUTMAN, MARY L.*

1. Allentown State Hospital Patients Present Pageant. The Modern Hospital, October, 1924.
2. State Hospital, Danville, Pennsylvania, Converts Summer Houses into Occupational Shops. The Modern Hospital, July, 1924.
3. Dyeing Equipment at Retreat Hospital. The Modern Hospital, May, 1925.
4. Four years of Rehabilitation in Pennsylvania. The Modern Hospital, July, 1926.
5. Literary Club Stimulates Patients at Allegheny County Hospital. The Modern Hospital, December, 1923.
6. Occupational Therapy in Relation to Dementia Praecox. Mental Health Bulletin, No. 10.

*SANDY, WILLIAM C.*

1. Fire Protection in Mental Hospitals. The Hospital Management, April, 1925.
2. Mental Deficiency Terminology in Relation to that of other Neuropsychiatric Conditions. Proceedings of the 48th Annual Session of the American Association for the Study of the Feeble-minded. May 30—June 2, 1924.
3. Mental Health Legislation. Atlantic Medical Journal. Out of print. No copies available for distribution.

*SANDY, WILLIAM C.**Reprinted from:*

4. Mental Hygiene and Childhood. Pennsylvania School Journal. April, 1925. Out of print.
5. Organization and Scope of a State Bureau of Mental Health. National Committee for Mental Hygiene. 1923.
6. Pennsylvania's Institutions for Mental Patients. Mental Health Bulletin, Vol. 3, No. 1.
7. Plans of the State of Pennsylvania for the Feeble-minded. Hospital Social Service, Vol. VII. 1923, 377. Out of print. No copies for distribution.
8. The Use of Commitment Forms. Mental Health Bulletin, Vol. 3, No. 4.
9. What the General Hospital Owes to the Psychiatric Patient. The Modern Hospital, September, 1925. Vol. XXV. No. 3.

*VAN DE WALL, WILLEM*

1. Music in the General Hospital. The Modern Hospital, December, 1923. Vol. XXI, No. 6.
2. The Musician's Contribution to Modern Mental Treatment. M. T. N. A. Proceedings, 1924. (Music Teachers National Association)
3. The Psychotherapeutic Value of Music. The Playground, July, 1925.



## DEPARTMENT OF WELFARE BULLETINS

*Bulletins*

No.

- 1 Manual of Mothers' Assistance Fund
- 2 Instruction Manual Uniform Accounting System for General Hospitals
- 3 Mental health clinics
- 4 Some Undesirable Habits and Suggestions as to Treatment
- 5 First Biennial Report of Commissioner of Welfare
- 6 Report of Mothers' Assistance Fund—1922
- 7 Standards of Placing Out
- 8 Mental Health Clinics
- 9 Directory of Children's Institutions
- 10 Handbook of Institutions
- 11 Instructions for Making Out Prisoner's Applications for Situation, on Discharge
- 12 Instructions for Making Out Prisoner's Classification Card.
- 13 Using Foster Homes Wisely
- 14 Report to the General Assembly of the Mothers' Assistance Fund
- 15 Mental Health Clinics
- 16 Child care in institutions
- 17 A Study of Day nurseries in Pennsylvania
- 18 Biennial Report—Secretary of Welfare, 1924
- 19 Address on Flour Valuation
- 20 Poor Relief in Pennsylvania
- 21 Poor Relief in Pennsylvania (State-wide survey)
- 22 Child Nutrition
- 23 Rules, Regulations and Minimum Standards for Boarding Houses for Infants
- 24 Mental Health Clinics
- 25 State-aided Hospitals in Pennsylvania
- 26 Rules and Regulations Governing Construction, Alterations, Major Repairs and Equipment in State Institutions.
- 27 Biennial Report, Secretary of Welfare, 1926